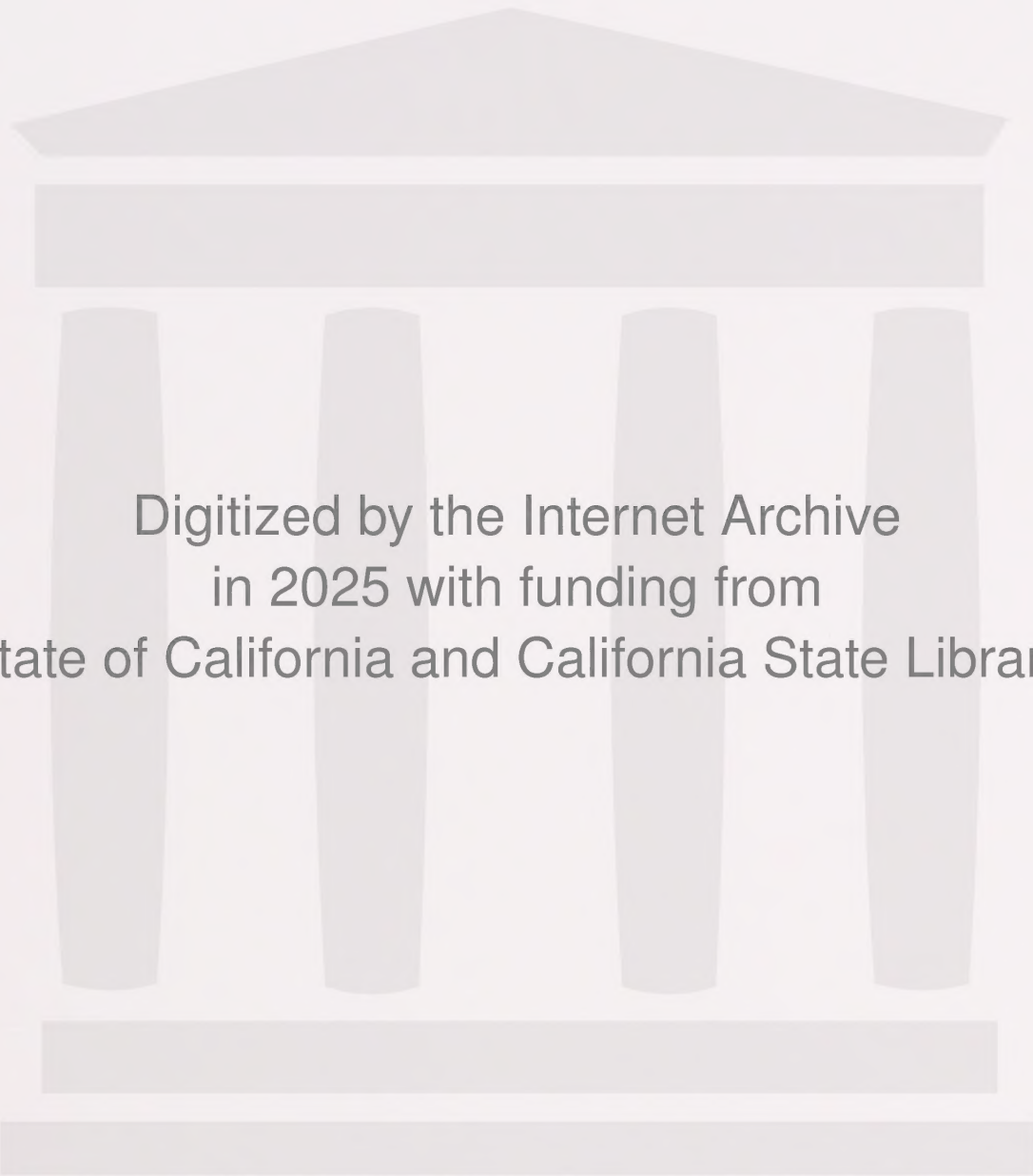


VERNON  
GENERAL  
PLAN

City of Vernon



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# VERNON GENERAL PLAN

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MAY 6 1993

UNIVERSITY OF CALIFORNIA

Adopted April 18, 1989

Revised June 16, 1992





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A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF VERNON ADOPTING THE GENERAL PLAN REVISIONS FOR THE CITY OF VERNON AND THE VARIOUS ELEMENTS INCLUDED THEREIN AND REPEALING ALL RESOLUTIONS IN CONFLICT HEREWITH

WHEREAS, the City of Vernon approved and adopted the Vernon General Plan (hereinafter "Plan") by Resolution No. 5609 on April 18, 1989; and

WHEREAS, a Public Hearing Draft Vernon General Plan dated April 21, 1992, containing revisions to said Plan and its elements has been prepared and noticed for public hearing; and

WHEREAS, the proposed Plan revisions have been referred to cities adjoining the City of Vernon, to the Local Agency Formation Commission, to area-wide planning agencies, and to the State of California for review and comment by each such agency as required by Government Code Section 65352; and

WHEREAS, the City Council of the City of Vernon, by Resolution No. 5610 on April 18, 1989, approved the Environmental Impact Report and Master Environmental Assessment for the Plan; and

WHEREAS, a Draft Supplemental Environmental Impact Report (hereinafter "Supplemental EIR"), dated April 1992 was prepared and circulated for public review and comment; and

WHEREAS, public comments to the Supplemental EIR have been received and written responses to those comments have been incorporated in the Supplemental EIR; and

WHEREAS, the Supplemental Environmental Impact Report has determined that the Plan revisions will have no significant adverse effects on the environment; and





1 WHEREAS, the City Council of the City of Vernon has not  
2 created a separate planning commission and performs all of the  
3 functions of a planning commission as authorized by Government Code  
4 Sections 65100 and 65861; and

5 WHEREAS, the City Council of the City of Vernon held a  
6 public hearing during its regularly scheduled City Council meeting  
7 on June 16, 1992, to consider the proposed Plan revisions and the  
8 Supplemental EIR; and

9 WHEREAS, the City Clerk gave the required notice for said  
10 hearing for the purpose of considering the adoption of the Plan  
11 revisions, at which public hearing the Plan revisions were  
12 displayed, discussed and explained.

13 NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE  
14 CITY OF VERNON AS FOLLOWS:

15 SECTION 1: The City Council of the City of Vernon hereby  
16 finds and determines that the recitals contained hereinabove are  
17 true and correct.

18 SECTION 2: The Supplemental EIR has been presented to the  
19 City Council concurrently herewith, and the Council has reviewed and  
20 considered the information therein prior to any action on the  
21 adoption of the Plan revisions.

22 SECTION 3: The City Council concurs with and adopts the  
23 Supplemental EIR and finds that the Plan revisions are minor and  
24 have no significant adverse effects or impacts on the environment  
25 beyond those identified in the previously Certified General Plan  
26 FEIR and that no specific mitigation measures are required.

27 ///





1           SECTION 4:   The City Council finds that a statement of  
2 overriding conditions is not required for the adoption of the Plan  
3 revisions.

4           SECTION 5:   The City Council finds that pursuant to Section  
5 711.4(c) of the Fish and Game Code, the City has found no evidence  
6 that the proposed Project will have the potential for adverse  
7 effects on the wildlife resources and, therefore, finds that the  
8 Project is exempt from the fee otherwise payable under Section  
9 711.4.

10          SECTION 6:   The City Council of the City of Vernon pursuant  
11 to Chapter 3, Title 7 of the Government Code of the State of  
12 California, does hereby approve and adopt said Plan revisions which  
13 have been included in the Public Hearing Draft Vernon General Plan  
14 dated April 21, 1992, a copy of which has been submitted to the City  
15 Council concurrently herewith and which may be corrected for  
16 typographical errors and grammatical inconsistencies.

17          SECTION 7:   The City Council hereby orders said Plan and  
18 its revisions and the Supplemental EIR to be received and filed by  
19 the City Clerk.

20          SECTION 8:   The City Council of the City of Vernon does  
21 hereby repeal any and all City Council resolutions, general plans or  
22 elements which have heretofore been adopted and which are in  
23 conflict with said Plan revisions.

24                           ///

25                           ///

26                           ///

27                           ///





1            SECTION 9:    The City Clerk of the City of Vernon shall  
2 certify to the passage of this resolution, and thereupon and  
3 thereafter the same shall be in full force and effect.

4            APPROVED AND ADOPTED this 16th day of June, 1992.

5  
6              
              LEONIS C. MALBURG, Mayor

7            ATTEST:

8              
9            BRUCE V. MALKENHORST, City Clerk



1 STATE OF CALIFORNIA )  
2 ) ss  
COUNTY OF LOS ANGELES )

3 I, BRUCE V. MALKENHORST, City Clerk of the City of Vernon,  
4 do hereby certify that the foregoing Resolution, being Resolution  
5 No. 6109, was duly adopted by the City Council of the City of Vernon  
6 at a regular meeting of the City Council duly held on Tuesday, June  
7 16, 1992, and thereafter was duly signed by the Mayor of the City of  
8 Vernon.

9   
10 BRUCE V. MALKENHORST, City Clerk

11 (SEAL)



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A RESOLUTION OF THE CITY COUNCIL OF THE CITY  
OF VERNON ADOPTING THE GENERAL PLAN FOR THE  
CITY OF VERNON AND THE VARIOUS ELEMENTS  
INCLUDED THEREIN AND REPEALING ALL RESOLUTIONS  
IN CONFLICT HEREWITH

WHEREAS, the City of Vernon is required to update the housing element of the Vernon General Plan (hereinafter "Plan") by July 1, 1989, pursuant to Government Code Section 65588; and

WHEREAS, the City Council of the City of Vernon held a public hearing during its regularly scheduled City Council meeting on April 18, 1989, to consider the proposed Plan; and

WHEREAS, the City Council of the City of Vernon has not created a separate planning commission and performs all of the functions of a planning commission as authorized by Government Code Sections 65100 and 65861; and

WHEREAS, the City Clerk gave the required notice for said hearing for the purpose of considering the adoption of the Plan at which public hearing the Plan was displayed, discussed and explained; and

WHEREAS, the proposed Plan has been referred to cities adjoining the City of Vernon, to the Local Agency Formation Commission, to area-wide planning agencies, and to the State of California for review and comment by each such agency as required by Government Code Section 65352; and

WHEREAS, on April 4, 1989, the City Council of the City of Vernon held a hearing on the environmental impact of the Plan and, by Resolution No. 5610 on April 18, 1989, approved the Environmental Impact Report and Master Environmental Assessment for the Plan.





1 NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF  
2 THE CITY OF VERNON AS FOLLOWS:

3 SECTION 1: That the City Council of the City of Vernon  
4 hereby finds and determines that the recitals contained  
5 hereinabove are true and correct.

6 SECTION 2: The City Council of the City of Vernon pur-  
7 suant to Chapter 3, Title 7 of the Government Code of the State  
8 of California, does hereby approve and adopt said Vernon General  
9 Plan as the General Plan of the City of Vernon including the  
10 land use, infrastructure, housing, safety natural resources and  
11 noise elements covering the principles, objectives and standards  
12 which will be used to develop the City of Vernon as more fully  
13 described in the Plan, a copy of which is attached hereto as  
14 the Final Draft Vernon General Plan dated February 14, 1989, and  
15 is incorporated herein by this reference as though fully set  
16 forth at length, along with any amendments thereto which have  
17 been approved at the public hearing.

18 SECTION 3: The City Council of the City of Vernon does  
19 hereby find and determine that the public interest, convenience  
20 and necessity require that the Plan be adopted as amended cover-  
21 ing the objections, principles and standards used as guidelines  
22 to develop the City as specified in Article 5 of the Government  
23 Code of the State of California, Section 65300, et seq.

24 SECTION 4: The City Council of the City of Vernon does  
25 hereby repeal any and all General Plans or elements which have  
26 heretofore been adopted.

27 SECTION 5: The City Clerk of the City of Vernon shall  
28



1 certify to the passage of this resolution and thereupon and  
2 thereafter the same shall be in full force and effect.

3 APPROVED AND ADOPTED this 18th day of April, 1989.

4  
5   
LEONIS C. MALBURG, Mayor


6 ATTEST:

7   
8 BRUCE V. MALKENHORST, City Clerk



1 STATE OF CALIFORNIA )  
2 ) ss  
3 COUNTY OF LOS ANGELES )

4 I, BRUCE V. MALKENHORST, City Clerk of the City of Ver-  
5 non, do hereby certify that the foregoing Resolution, being  
6 Resolution No. 5609, was duly adopted by the City Council of the  
7 City of Vernon, and was approved by the Mayor of said City at a  
8 regular meeting of the City Council held on Tuesday, April 18,  
9 1989.

10   
11 \_\_\_\_\_  
12 BRUCE V. MALKENHORST, City Clerk

13 (SEAL)  
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## FOREWORD

The revised and updated plan was prepared over a period of more than two years. A citizens advisory committee participated in this process. Public hearings were held by the City Council on December 15, 1987 and March 15, 1988, and various property owners and others spoke regarding the General Plan and the proposed Zoning Ordinance required to implement the Plan.

After receiving the comments made at the hearings, the Council decided to close the public hearings. The Council then directed that modifications be made to the plan and the proposed zoning ordinance which will implement the plan. In addition, a special study regarding the feasibility of additional housing in Vernon was prepared. Finally, an environmental impact report was prepared addressing the environmental issues related to the proposed general plan and the zoning ordinance.

Hearings were conducted by the Council on the Draft Environmental Impact Report on April 4, 1989, and on the General Plan on April 18, 1989. The Plan was adopted following the public hearing on April 18, 1989.



Revisions to the various elements are made as required to respond to changes in policies or programs or changes in state law. Each page contains a date at the top of the page to indicate the latest date of amendment to material contained on that page. Maps and graphic materials also contain the date of the latest modification. All amendments to the Plan are made in accord with California law and are incorporated in the Plan document only after public hearings and adoption by the City Council.







City of Vernon



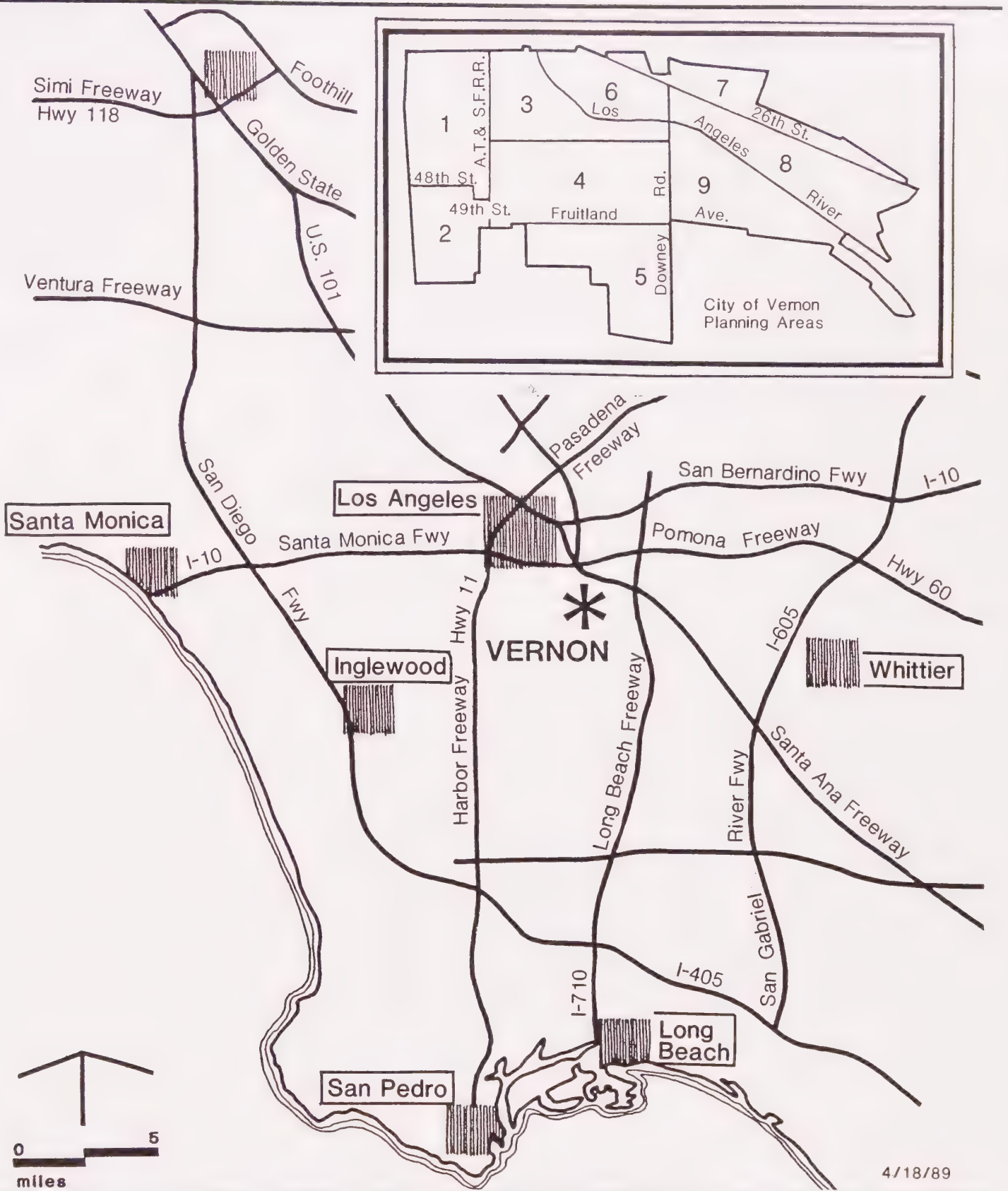
## INTRODUCTION TO THE GENERAL PLAN

### 1.1 Description of the City of Vernon

Vernon is located near the geographic center of metropolitan Los Angeles County. The City is bounded on the north and west by Los Angeles, on the east by Commerce and Bell, and on the south by Huntington Park and Maywood. Vernon is three miles southeast of downtown Los Angeles and 15 miles north of the major harbor and port facilities in San Pedro (Figure I-1).

The City is located within two miles of four major freeways and is the site of Hobart Yard, which is a major rail terminal for Los Angeles. The City's location in the second largest market in the nation and its proximity to the center of the region's transportation network have been major factors in attracting new industry in the past and continue to be assets today.





VERNON  
GENERAL  
PLAN

Figure I-1  
Regional Map



Vernon is unusual among cities in California and in the nation because of its specialized, industrial character. There are a number of cities in California which are designated for industrial use, but most have a mix of uses including commercial and residential development. As an exclusively industrial city, Vernon is able to focus on the needs and desires of the industrial community and should therefore enjoy a competitive advantage over jurisdictions which must divide resources among a variety of land uses. Wherever possible, this document highlights the role of Vernon in the region and compares it to nearby jurisdictions and to other predominantly industrial cities.

Industry in the United States has experienced a great deal of change over the past decade as a result of technological advances, environmental regulations, the increasing cost of labor and raw materials, and the increasing cost of energy and petroleum based products. In addition, the physical plants of many major industries were built more than forty years ago. Minor adjustments and renovation are no longer effective and many industries face major capital investments to overhaul their facilities. To some extent, the changes in industry in Vernon are reflective of these trends in industries nationwide, and the City can benefit from the experiences of others outside California. This General Plan is intended to guide future development in Vernon to encourage rehabilitation of industrial properties and to thereby continue to promote Vernon as a city suitable for all types of industry.





## 1.2 The Purpose of the General Plan

State law requires that each city and county prepare and adopt a comprehensive, long-range plan to serve as a guide for the physical development of that jurisdiction. The plan must consist of an integrated and internally consistent set of goals, policies and implementation measures addressing seven issue areas (land use, circulation, housing, noise, safety, conservation and open space). The State Legislature in Government Code Section 65302 identifies the required components of each of the seven elements that every county and city must include in its General Plan. The following descriptions summarize the requirements outlined in the State General Plan Guidelines:

### **Land Use Element**

The Land Use Element must designate the general location, distribution, and extent of the various land uses proposed for that particular jurisdiction. The Element must clearly identify standards for population density and building intensity for each land use category. The Land Use Element must also identify those areas that may be prone to flooding.

### **Infrastructure Element**

The Infrastructure Element must identify the general location and the extent of the existing and proposed roadways, highways, railroads and transit routes, terminals, and public utilities and facilities.

### **Housing Element**

The Housing Element must identify the existing and projected housing needs and establish goals, policies, objectives, and programs for the preservation, improvement, and development of housing to meet the needs of all economic sectors of the community.

### **Conservation Element**

The Conservation Element provides for the conservation, development, and use of natural resources including water, forest, soils, rivers, lakes, harbors, fisheries, wildlife, minerals, and other natural resources.



**Open Space  
Element**

The Open Space Element details plans and measures for the preservation of open space as well as the preservation and management of natural resources, outdoor recreation, and public health and safety.

**Noise  
Element**

The Noise Element examines noise sources and provides information which may be used in setting land use policies to encourage noise-compatible uses and to aid in the establishment and subsequent enforcement of a local noise ordinance.

**Safety  
Element**

The Safety Element establishes standards and plans for the protection of the community from a variety of hazards, including fire and geologic. The Legislature, in 1985, eliminated the requirement for a separate seismic safety element. The statute now requires components of the seismic safety element to be incorporated into the Safety Element.

In addition, the plan may address other issues of concern to the community and provide direction for their integration with the seven mandatory elements of the General Plan. The State law provides some flexibility in the preparation of the plan, allowing for the combining of elements so long as the content requirements for the mandatory elements are met. Figure I-2 illustrates how the six elements contained in the Vernon General Plan address the seven required General Plan issue areas.

The General Plan has been an important component in local planning for many years though the specific requirements associated with General Plans have changed over time. Many of these changes involve definitions or interpretations of the general plan process resulting from litigation which sought to clarify certain requirements of the General Plan. Other changes were the result of the legislative process or through popular referendum.



Vernon is a charter city and as such has some flexibility in responding to the requirements of State law. However, the General Plan must conform to the following requirements:

- ° The General Plan must provide a consistent data base and set of projections for all of the parts of the Plan;
- ° The Plan must be written in a clear, concise format, easily understood by the public;
- ° Each part of the General Plan must be internally consistent and all parts must be mutually consistent; and
- ° All capital improvements and public works projects must be consistent with the General Plan.

The goals and policies presented in this General Plan are the result of a substantial amount of data collection, evaluation, and analysis. This data and analysis are presented in the Background Report. Staff of City departments with expertise in each issue area assisted in the plan preparation by providing data and reviewing our analysis and conclusions. The conclusions drawn from the data analysis are briefly presented at the outset of each element of the General Plan.





### 1.3 Organization of the General Plan

The General Plan is a policy document and consists of the elements mandated by California law and any optional elements. The elements are adopted by the City Council in accord with California law. The relationship between these elements and State law requirements is shown on Figure I-2. The General Plan is supported by:

<b>Background Report</b>	The Background Report which contains all of the technical data on existing conditions and development trends in the City and other data and analyses required by California law to support the preparation and revision of the General Plan;
<b>MEA</b>	The Master Environmental Assessment which summarizes the existing environment in Vernon; and
<b>FEIR</b>	The Final Environmental Impact Report which analyzes the impacts of the Plan.

The individual elements in the General Plan document are divided into four sections: Introduction, Issues and Opportunities, Proposals, and Goals and Policies. The Introduction describes how the particular element meets the statutory requirements. The Issues and Opportunities section identifies the specific problems, opportunities, and issues identified in the Background Report and provides the justification of further action on the part of the City. The implications of these policies and goals are summarized under "Proposals."

Finally, the Goals and Policies section contains the individual goals and policies of that particular element. Goals are very broad statements of purpose that reflect a general consensus of the community and local government. The policies provide a more detailed elaboration of how the City proposes to fulfill the goals. Because Vernon has several distinct districts with





distinct development types and use characteristics, policies have been tailored to reflect this whenever possible. A detailed discussion of the specific actions proposed to assist in the realization of the City's goals and policies is contained in the Implementation Program. The following is an illustration of the structure of the Goals and Policies component of the individual elements.

**GOAL 1      A BROAD STATEMENT OF PURPOSE THAT IS A REFLECTION OF THE GENERAL CONSENSUS OF THE COMMUNITY.**

**POLICY 1.1:** A more detailed elaboration of the way in which the goal is to become reality.

Specific measures designed to implement the stated policies and the goals are identified in the implementation plan.



Vernon General  
Plan

	LAND USE	CIRCULATION	HOUSING	CONSERVATION	OPEN SPACE	NOISE	SAFETY
LAND USE	●						
INFRASTRUCTURE		●					
HOUSING			●				
NATURAL RESOURCES				●	●		
NOISE						●	
SAFETY							●

6/16/92



Figure I-2  
General Plan Consistency Matrix



# VERNON GENERAL PLAN

City of Vernon



## **LAND USE ELEMENT**

### **I.0 INTRODUCTION**

#### **1.1 State Requirements**

The Land Use Element is concerned with the physical development of the City and its appearance. This element designates future land use patterns and specifies the appropriate density and intensity of development. In addition, the Land Use Element addresses an overall framework for implementation of the City's land use goals.

The City of Vernon Land Use Element meets the State requirements for the inclusion of a land use element into the General Plan. Section 65302(a) of the Government Code states in part that the land use element must contain the following:

- a. A designation of the proposed general location, distribution, and extent of land uses including land for housing, business, industry, open space, agriculture, natural resources, recreation, solid and liquid waste disposal facilities, public facilities, and other categories of land use;





- b. A statement concerning the standards of population density and building intensity recommended in those areas covered by this plan; and
- c. The identification of areas subject to flooding.

The land use element is the central element of the General Plan, and the goals and policies it contains have a common link to the other elements.

The land use element, wherever appropriate, relies on maps and diagrams to identify the patterns of land use the community seeks to establish through the element.



## 1.2 Issues and Opportunities

Vernon is located near the geographic center of metropolitan Los Angeles County south of downtown Los Angeles. The City lies within two miles of four major freeways and is the site of Hobart Yard, a major rail terminal for Los Angeles. The Los Angeles River runs through the northeasterly part of the City. The City's location at the center of the transportation network for the second largest market in the nation has contributed to its success as an industrial center, and these factors continue to attract such land uses to Vernon.

The City of Vernon was planned as an industrial city when it was incorporated in 1905. At that time, the City's land use policy was established as the promotion and advancement of manufacturing industries. Other land uses were and still are subsidiary and are permitted as long as they "respect the rights of manufacturing interests." This orientation is clearly reflected in the distribution of land uses shown in Table LU-1. The table further indicates that the City is entirely built out with only a few scattered vacant parcels.

Vernon was formerly one of the few cities in the region which welcomed industry and designed its services to accommodate it. However, changes in the laws relating to the financing of local government have caused many cities to increase their commercial and industrial land uses. Some jurisdictions are offering substantial incentives to attract industries to their communities, and Vernon must respond to a change in its competitive position.



**Table LU-1  
Existing Land Uses**

LAND USE	ACRES	PERCENT TOTAL
Manufacturing	1,221.00	37.7%
Warehousing	488.00	15.1%
Trucking	383.00	11.8%
Retail	22.00	0.7%
Commercial	55.00	1.7%
City	42.00	1.3%
Residential	0.61	0.0%
Streets, Railroad ROW and Spur Lines, Utilities ROW, Los Angeles River	962.00	29.7%
Vacant	64.00	2.0%
<b>TOTAL</b>	<b>3,238.00*</b>	<b>100.0%</b>

\*Total has been rounded.

Source: Community Services Department 1985 Survey (8.1-5)



Most of the development in Vernon occurred in the early part of this century. Although there has been continual upgrading of facilities to meet the changing needs of industry, numerous buildings in the City are not well suited to the needs of modern industry. They tend to lack off-street employee and visitor parking, adequate loading facilities for larger trucks, and specialized safety and ventilation features. In some areas the lots are too small to permit changes to be made.

As a result of these factors, there has been a change in the types of firms locating in Vernon. The numbers of manufacturing, retail, and wholesale trade uses have declined while transportation-related uses and warehousing have increased. The latter uses increase the volume of trucks using already crowded local streets, reduce City revenues from taxes, and fail to efficiently use City utility services. The implications of this shift are discussed in the background reports for the elements.





## 2.0 PROPOSALS

### 2.1 The Land Use Designation

The land use distribution which is shown on the Land Use Policy Map (Figure LU-1) is designed to achieve the goals of the Land Use Element, namely to preserve manufacturing as the primary land use in Vernon and to encourage revitalization of aging buildings and infrastructure. This map serves as a general guide for development by indicating appropriate locations for certain types of land use and by spelling out the maximum intensity of land use permitted. The City Zoning Ordinance and map will serve as the primary implementation tool for the land use map by providing more definitive regulations for development standards and land use. Table LU-2 illustrates the relationship between land use designations and zone districts.

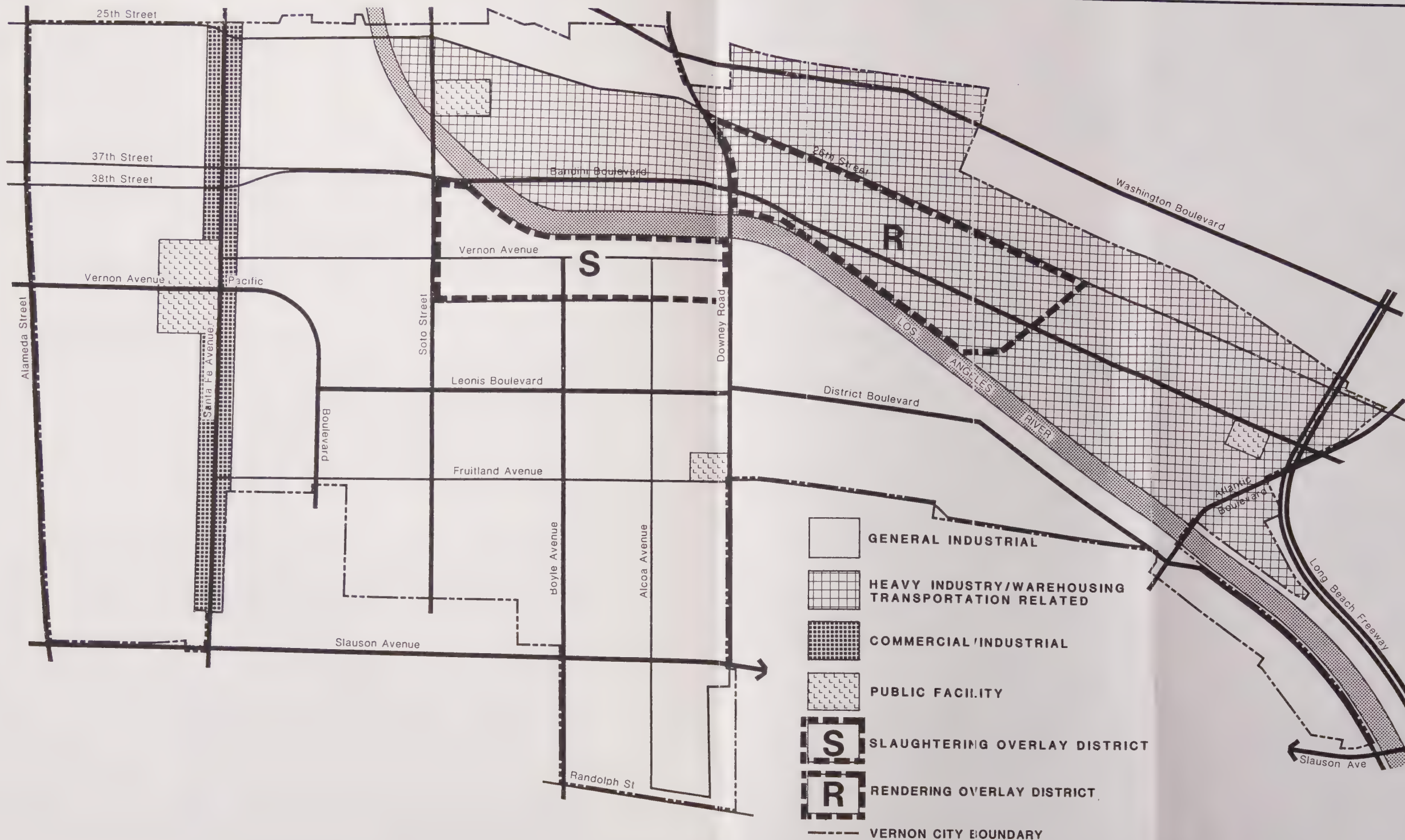
**Table LU-2**  
**Land Use/Zoning Relationship**

Land Use Designation	Corresponding Zone District
General Industrial	General Industrial (M)
Heavy Industrial	Heavy Industrial (M-2)
Commercial/Industrial	Commercial/Industrial (C-M)
Public Facilities	Any Zone District
Slaughtering Overlay	Slaughtering Overlay (S)
Rendering Overlay	Rendering Overly (R)



Figure LU-1 Land Use Policy MapLU-5





4/18/89

VERNON  
GENERAL  
PLAN



Figure LU-1  
Land Use Policy Map





The Land Use Element designates four categories of land uses. These designations are based on (1) existing land use patterns, (2) the capacity of existing infrastructure to accommodate each type of land use, and (3) the goal of maximizing the industrial use of existing buildings and facilities. The land use categories are described below and summarized on Table LU-3.

**General Industrial** This designation covers approximately two-thirds of the land in the City and is envisioned as continuing to accommodate the bulk of the varied manufacturing, assembling and wholesaling uses in the City. In addition, hazardous waste processors, trash to energy facilities, and solid and liquid waste disposal facilities are permitted in those areas of the City designated as "General Industrial" upon the issuance of a conditional use permit (CUP). Commercial uses which serve industry may be permitted in this area.

Transportation related uses (truck terminals, freight transfer, etc.), refineries, rendering plants, junk yards and warehouses with over 50,000 gross square feet which are not accessory to a manufacturing use are prohibited in this area. Slaughtering operations may be permitted in parts of this area with a conditional use permit to assure acceptable traffic flows and reduce conflicts with neighboring uses. Pressing and stamping operations and land uses which produce noise in excess of 70 dBA or which produce vibrations in excess of 0.02 inches per second at the property line may be permitted in this area with a conditional use permit.

For all uses within this land use designation, the maximum permitted intensity of development is a floor area ratio (FAR) of 2.0:1.0. i.e., the floor area of buildings on the lot may equal up to 2 times the lot area.





**Table LU-3  
General Plan Land Use Designations**

<b>Land Use Designation</b>	<b>Acreage <sup>(a)</sup></b>	<b>% of Total</b>	<b>Maximum Floor Area Ratio <sup>(b)(c)</sup></b>
General Industrial	1,259	38.9	2.0:1
Heavy Industrial	815	25.2	2.0:1
Commercial/Industrial	162	5.0	4.0:1
Public Facilities	188	5.8	N/A
<b>SUBTOTAL</b>	<b>2,424</b>	<b>74.9</b>	
Streets, Railroad ROW, Utilities ROW, Los Angeles River (i.e., balance of City)	814	25.1	N/A
<b>TOTAL</b>	<b>3,238</b>	<b>100.0</b>	<b>--</b>

Notes: (a) Acreages for General Industrial, Heavy Industrial, Commercial/Industrial and Public Facilities land use designations reflect developable land exclusive of streets, utility easements, the river channel, etc. However, railroad spur lines are included in the total.

(b) The Floor Area Ratio (FAR) is the ratio of the gross floor area of a structure to the area of the lot. The floor area ratio reflects the allowable intensity of development for each land use category. The FARs are based on existing development patterns and infrastructure capacity in the areas covered by each designation.

(c) Parking structures satisfying the parking requirements of the City are not considered part of the "floor area" for purposes of calculating the FAR.

N/A - Not applicable.

ROW - Rights-of-way.



Residential uses are permitted but are constrained by the environmental conditions which make the location of housing in the City undesirable. Future housing is expected to consist primarily of caretaker units related to businesses and housing for public safety personnel. Maximum density shall be one unit per 5,000 square feet for single units or one unit per 4,000 square feet for multiple units. Population per dwelling unit is expected to remain at 2.5 persons per unit.

### **Heavy Industrial**

The area covered by this designation includes the north-eastern portion of the City--largely north of the Los Angeles River. Streets in the area can generally accommodate larger "interstate" trucks, and the larger lot sizes make it possible to design facilities to minimize adverse effects on neighboring properties. The purpose of this land use designation is to encourage certain types of industrial activities that require larger lot areas, involve trucking related activity, or generate noise, odors, or other impacts that might adversely impact neighboring uses, to locate in areas of the City which can accommodate them easily.

Heavy industry will normally be defined to include firms which extensively utilize interstate and other trucks, produce noise levels in excess of 70 dBA or vibrations in excess of 0.02 inches per second (but not to exceed 0.05 inches per second at the property line), or produce objectionable odors. Firms which use large presses or land uses which produce noise in excess of 70 dBA or vibrations in excess of 0.02 to 0.05 inches per second at the property line may be permitted in this area with a conditional use permit.

Industrial activities permitted in the areas designated as "General Industrial" are permitted in the areas designated for "Heavy Industry", although a conditional use permit may be required for certain uses. This includes hazardous



waste processors, trash to energy facilities, and solid and liquid waste disposal facilities. Transportation-related uses (defined by the Standard Industrial Classification manual, Division E) are permitted with a conditional use permit. Residential uses are permitted subject to the same use and intensity standards established for the "General Industrial" land use designation

Maximum permitted building intensity for all uses within the "Heavy Industrial" designation shall be 2.0:1.0 FAR.

#### **Commercial/ Industrial**

Areas designated for this land use already have a substantial number of businesses which serve industrial uses and their employees; i.e., banks, restaurants, convenience stores, stationers, print shops, and light industry. The designation of Santa Fe Avenue for these uses reflects existing patterns and recognizes the important but secondary role of these uses in the community. These businesses will generate very little truck traffic (less than 20 percent of the average daily trips generated).

Retail and wholesale commercial uses are permitted as accessory uses to the principal industrial use in any area. However, this land use designation is intended for businesses which serve industrial uses or their employees but are not associated with a particular firm. Industrial or manufacturing uses are also permitted in this area; however, hazardous waste processors, trash to energy facilities, trash transfer stations, transportation-related uses and refineries are not permitted. Maximum permitted building intensity for all non-residential uses shall be 4.0:1.0 FAR.

Residential uses are permitted subject to the same use and intensity standards established for the "General Industrial" designation.





**Facilities/  
Institutional**

The public facilities designation refers to those land uses that are operated and maintained for the public benefit, welfare, or use. Permitted public facilities include educational facilities, utilities, and other government buildings or open space areas. Residential uses are permitted subject to the standards for residential development specified in the "General Industrial" designation.

Although residential uses may be established anywhere in the City subject to the described development restrictions, land use policy does not encourage or call for the expansion of land devoted exclusively for residential uses. The majority of the existing residential uses are in areas designated for public facilities. The population of the City is not anticipated to substantially increase or decrease with the implementation of the goals and policies of the General Plan since a limited number of additional housing units are proposed or planned.

Although the land use policy specifies a maximum floor area ratio, performance standards may limit individual site development and will determine the maximum building intensity.

In addition to the four land use designations, the Land Use Element also provides for two overlay districts that further implement the goals and policies. The purpose of the two overlay districts is to designate specific areas of the City for certain types of land uses with unique characteristics. The industrial uses included in the overlay districts are often responsible for excessive noise, odors or other impacts that might adversely affect a neighboring business. The implementation of a zoning overlay district will permit these businesses to continue operation in the City, while at the same time, protecting neighbors from their unpleasant side effects. The two overlay districts are:





**"S" (Slaughtering)  
Overlay District**

The "S" Overlay District is intended to indicate the appropriate locations for activities involving the slaughtering of animals. The area so designated includes all existing slaughtering uses.

**"R" (Rendering)  
Overlay District**

The "R" Overlay District designates those areas of the City where rendering facilities, fertilizer facilities, junk yards and recycling facilities are permitted.



## **2.2 Relationship of Land Use Policy to Zoning Ordinance**

The City of Vernon Zoning Ordinance is the primary implementation tool for the goals and policies contained in the Land Use Element. Both the Land Use Element and the Zoning Ordinance are concerned with identifying the distribution and intensity of land uses in the community. Both rely on maps to illustrate the areas designated for a particular use or zone.

The spatial distribution of land uses included on the zoning map is similar to those uses displayed on the maps contained in the General Plan. The two maps are not required to be identical since the zoning map must be very specific while the General Plan maps are more general in nature.

The City of Vernon General Plan is a long-range plan which will guide future development in the City into the next century. The Zoning Ordinance, responds to the more immediate land use requirements of the community while gradually fulfilling the land use policies contained in the General Plan.



## 2.3 Land Use Policy

The City of Vernon was planned as an industrial city when it was incorporated in 1905. The reasons of incorporation outlined in Resolution No. 4, which was adopted in 1905, established the City's land use policy as the promotion and advancement of manufacturing industries while allowing other land uses to locate within the City as long as they "respect the rights of manufacturing industries," and the establishment of a liberal policy towards manufacturing interests. These policies have continued to the present day with the zoning ordinance, until 1987, containing a single zoning classification of industrial uses.

The Land Use Policy Map, presented in Figure LU-1, provides a spatial representation of the goals and policies contained in this General Plan. The map indicates appropriate locations for generalized types of land use. In order to establish more detailed land use policy, the City of Vernon is divided into nine planning areas with the boundaries of each being delineated by major streets, topographical barriers, and concentrations of similar types of land uses or activities. Figure I-1 indicates the planning area boundaries. The distinct characteristics of the individual planning areas are explained in detail in the Background Report for the Land Use Element. Land use policies for these areas are set forth in the following paragraphs.

### **Planning Area I**

The major portion of the planning area is designated general industrial. Land use policy for the balance of the planning area provides for the retention of the existing public facilities located west of the intersection of Vernon Avenue/Santa Fe Avenue. These public uses include the Civic Center, homes located behind the Civic Center along Furlong Place and St. Marta's Church. Vernon Elementary School is also shown continuing in the future, although it would be better located away from the noise, traffic, and air pollution associated with industry. Com-



mercial uses, including financial, food service, and retail establishments will be permitted along Santa Fe Avenue.

**Planning Area 2** Virtually all of this planning area is designated for general industrial uses with the exception of that portion of the planning area adjacent to Santa Fe Avenue which should also support accessory commercial uses. The existing uses in this planning area are generally consistent with those proposed by the General Plan.

**Planning Area 3** This planning area is located in the north central portion of the City and is generally bounded by Vernon Avenue on the south, the Santa Fe Railroad on the west, and the Los Angeles River Channel on the east and north. The planning area has been designated "General Industrial." The location, type, and distribution of existing land uses are generally consistent with those proposed by the General Plan.

**Planning Area 4** Planning Area 4 is located in the geographic center of the City and is bounded on the north by Vernon Avenue, Fruitland Avenue on the south, the AT & SF Railroad on the west, and by Downey Road on the east. Manufacturing types of activities predominate, although there are numerous warehousing and transportation-related uses located in the planning area. Food processing activity is concentrated in an area north of 44th and 45th Streets and is part of the concentration of such industries identified in Planning Area 3.

Land uses proposed for Planning Area 4 are almost exclusively general industrial with the exception of that portion of the planning area north of 44th and 45th Streets.

**Planning Area 5** Land use policy for this planning area, which includes the southcentral portion of the City south of Fruitland Avenue





and west of Downey Road, designates the area in its entirety as "General Industrial."

- Planning Area 6** Planning Area 6 consists of that portion of the City north and east of the Los Angeles River Channel and west of Downey Road. This planning area is designated as "Heavy Industry" which allows for warehousing and transportation uses.
- Planning Area 7** Planning Area 7 includes the northeastern portion of the City north of 26th Street with the majority of the planning area consisting of the Hobart Yards railroad facility. The General Plan designation for the entire planning area is "Heavy Industrial", which allows for a continuation of the existing transportation-related uses.
- Planning Area 8** This planning area includes that portion of the City north of the Los Angeles River Channel and south of 26th Street. The entire planning area is planned for heavy industry to make provisions for a wide range of uses, including warehousing and transportation related activities subject to approval of a CUP. These uses are appropriate for this planning area due to its proximity to regional transportation facilities (Long Beach Freeway and the Hobart Yards) and the number of large parcels.
- Planning Area 9** Planning Area 9 includes the easternmost portion of the City (east of Downey Road) located south of the Los Angeles River Channel. The entire area is designated "General Industrial." Access to the areas west of Atlantic and east of Downey Road is not good and many lots do not have adequate off-street parking and loading facilities. Most of the existing activities consist of smaller to medium-sized firms. The City will discourage the location of intensive and transportation- related uses in this area unless improvements are made to ensure adequate access, fire protection, and buffering of adjacent uses.



## 2.4 Summary of Goals and Policies

A major component of the Land Use Element concerns the description of land uses and the land use policy which designates the appropriate location for those uses. The General Plan land use designations were described in detail in Section 2.1 and the appropriate location for those uses described in Section 2.2. This section provides a summary of the goals and policies contained in this element.

The thrust of the Land Use Element is twofold. First, the goals and policies determine the City will promote and maintain the industrial character of the City and second, encourage the modernization, replacement, or reuse of the older industrial facilities.

The implementation of the goals and policies designed to upgrade the existing industrial facilities and the infrastructure serving those areas will require a significant capital investment. Revenues may be generated through the formation of a Redevelopment Agency and subsequent redevelopment activity.

To achieve the goal of revitalizing aging industrial facilities, areas which might best benefit from such activity must be identified. Some areas of the City have infrastructure deficiencies or land use patterns which indicate that redevelopment would be appropriate. These and other areas may be considered in the redevelopment/ revitalization efforts. The land use policy described in this element will be applied to these areas.



### **3.0 GOALS AND POLICIES**

The following goals and policies reflect the wishes and desires of the City of Vernon with respect to land uses, their distribution, density, and intensity. Other elements contain goals and policies that expand upon and complement those in the Land Use Element.

#### **GOAL 1      PROMOTE AND MAINTAIN MANUFACTURING AS THE PRIMARY LAND USE WITHIN THE CITY**

**POLICY 1.1:** Provide sufficient appropriate locations for manufacturing and industrial uses and provide for the location of those activities which support manufacturing (e.g., warehousing and transportation-related uses) in areas where they will not interfere or compete for space with manufacturing operations.

**POLICY 1.2:** Designate sufficient land for commercial uses which are necessary to support industry, in areas where they will not interfere with industrial operations.

**POLICY 1.3:** Continue to permit residential development which supports industry provided that environmental constraints can be mitigated to an acceptable level.

**POLICY 1.4:** Continue to maintain and upgrade City services, utilities, and infrastructure to levels required by modern industry.

#### **GOAL 2      ENCOURAGE THE MODERNIZATION OR REPLACEMENT AND REUSE OF AGING INDUSTRIAL BUILDINGS AND SITES**

**POLICY 2.1:** Require private upgrading of off-street parking and loading facilities as a part of any planned improvements.



**POLICY 2.2:** Encourage cooperative solutions (among neighboring firms or public-private ventures) to provide required offstreet parking.

**POLICY 2.3:** Continue to enforce all applicable building and health and safety codes.

**POLICY 2.4:** Explore the potential of greater city involvement in encouraging revitalization of industrial structures through the use of redevelopment and bonding powers.





# VERNON GENERAL PLAN

City of Vernon



## **INFRASTRUCTURE ELEMENT**

### **1.0 INTRODUCTION**

#### **1.1 State Requirements**

The Infrastructure Element contains the City's goals for the long-term maintenance and improvement of streets, storm drainage, sewer, and water systems that will be necessary to support the development envisioned by the Land Use Policy Map of this General Plan in a safe and efficient fashion. This element will serve as a guide for public improvements as they relate to the long-range growth process in the City of Vernon.

The State law requires every general plan to contain a circulation element. This Infrastructure Element fulfills the requirements for a circulation element. The element must contain, at a minimum, the "general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other public utilities and facilities, all correlated with the land use element of the general plan" (Section 653002(b)). The General Plan Guidelines identify certain features that may be important to the community.



Those items mentioned in the General Plan Guidelines that are of particular concern to the City of Vernon include:

- Streets and highways;
- Parking facilities;
- Transit and rapid transit;
- Railroads;
- Paratransit (e.g., carpooling, van pooling, and taxi service); and
- Utilities transmission facilities.

The Infrastructure Element addresses transportation-related issues as well as the continued maintenance and expansion of the sewer system, water system, and utilities to meet the future needs of the City. The Infrastructure Element is structured so that General Plan goals and policies related to circulation are considered separately from those related to other public facilities.



## 1.2 Issues and Opportunities: Circulation

Although Vernon is located in proximity to three freeways and is served by two major rail lines, access and traffic congestion are increasingly cited as problems by local officials and businesses. The source of the problem is in the age of the improvements or lack of improvements and changes in the types and volumes of traffic serving industry in the City (Figure INF-1 shows the existing street system and traffic conditions).

Existing conditions and opportunities for improvement include:

1. All of the freeways in the Vernon area are operating at or over capacity during rush hours. This causes traffic to back up on to local streets. Freeway interchanges in the Vernon area were not designed to modern standards. Short, steep ramps with sharp curves slow traffic access to the freeway (particularly for large trucks), cause congestion and may cause accidents in the ramp areas.

A jointly sponsored study by several cities is underway to construct a new full interchange at Slauson Avenue and the Long Beach Freeway. Implementation of such an interchange is designed to provide relief to area-wide arterial circulation and may have particular benefit to existing congestion at the Atlantic/Bandini interchange. In addition, the City is undertaking a specific study of the Atlantic/Bandini interchange to determine if some ramp modifications to improve circulation are feasible. This modification would provide a direct southbound slip off-ramp to westbound Bandini rather than the existing loop off-ramp which requires a left-turn at a traffic signal at the terminus of the ramp. The City is also investigating the feasibility of a direct connection between Bandini and

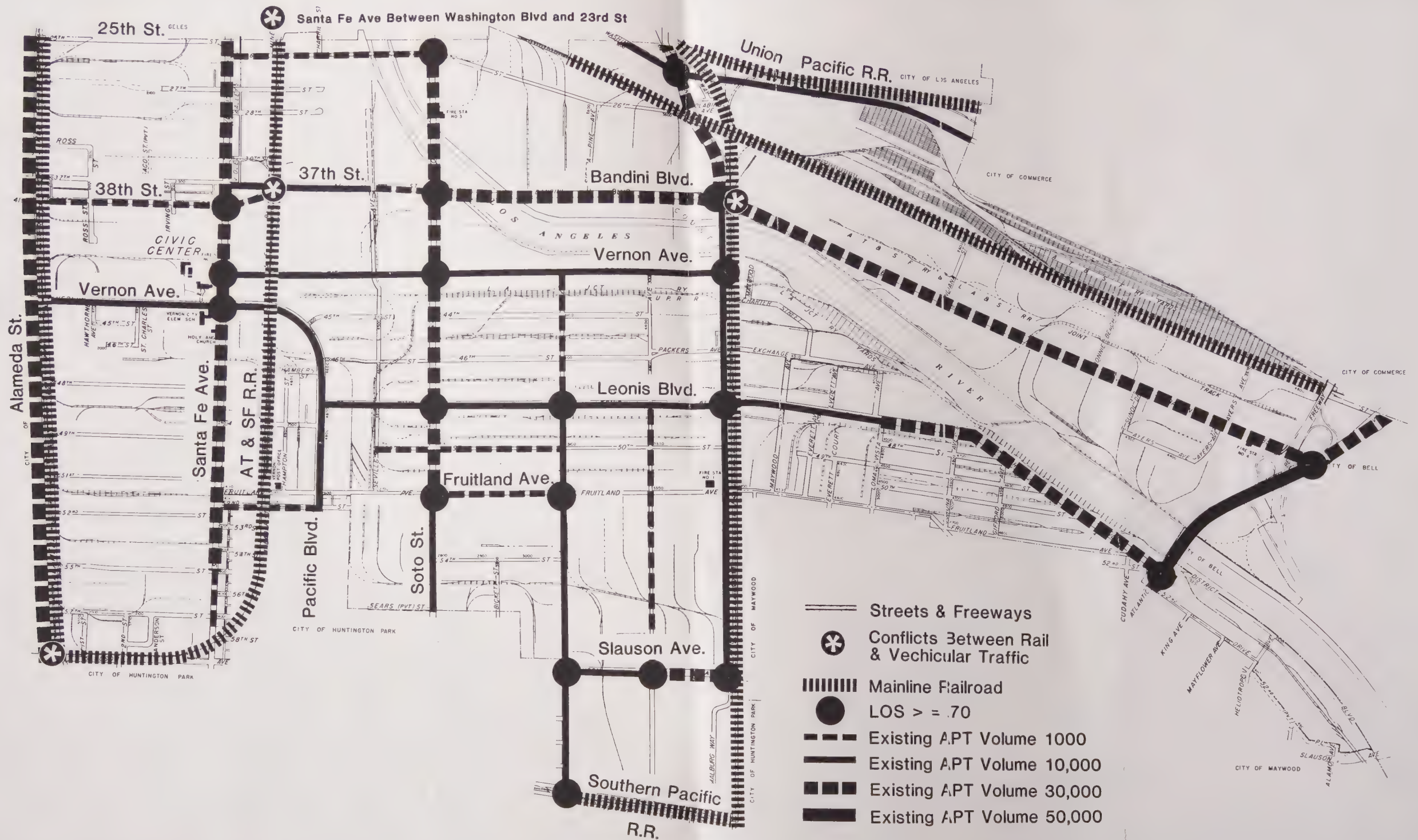




Figure INF-1

Redate  
graphic  
6/16/92 MMS 7/22





6/16/92

VERNON  
GENERAL  
PLAN



Figure INF-1  
Existing Traffic Conditions



**Table INF-1  
Railway Interruption Summary**

LOCATION	ARRIVALS	DURATION OF DELAY (MINUTES)	BACK-UP QUEUE (VEHICLES)	BACK-UP QUEUE (VEHICLES)
SLAUSON AT ALAMEDA	10:30 AM	:40	4 NB	12 SB
	11:30 AM	1:10	11 NB	17 SB
	4:51 PM	:35	33 EB	25 WB
	5:40 PM	9:00	57 NB	75+ SB
ALAMEDA AT VERNON	5:39 PM	0:24	8 EB	14 WB
SANTA FE (BETWEEN WASHINGTON AND 23RD)	8:07 AM	6:02	71 NB	56 SB
	8:35 AM	4:20	62 NB	64 SB
	10:04 AM	5:07	77 NB	51 SB
	11:07 AM	12:17	181 NB	152 SB
	11:42 AM	5:18	71 NB	48 SB
	12:19 PM	2:03	42 NB	30 SB
	12:30 PM	1:57	33 NB	22 SB
	12:46 PM	2:20	19 NB	27 SB
	1:10 PM	4:10	56 NB	41 SB
	4:08 PM	1:08	21 NB	14 SB
	4:13 PM	1:36	23 NB	12 SB
	4:17 PM	:33	25 NB	20 SB
	5:04 PM	:26	11 NB	7 SB
	5:07 PM	9:01	131 NB	110 SB
	5:48 PM	1:42	31 NB	42 SB
	6:02 PM	5:12	53 NB	62 SB
	8:11 AM	1:03	8 WB	10 EB
	8:28 AM	:40	5 WB	4 EB
	9:09 AM	6:05	52 WB	75 EB
	9:22 AM	3:30	25 WB	36 EB
	9:27 AM	1:00	8 WB	7 EB
37TH - E/O SANTA FE	10:05 AM	4:10	21 WB	18 EB
	10:25 AM	3:45	32 WB	40 EB
	10:31 AM	:40	0 WB	3 EB
	10:38 AM	1:15	5 WB	6 EB
	10:40 AM	2:20	11 WB	15 EB
	10:45 AM	:10	1 WB	2 EB
	10:55 AM	:40	5 WB	6 EB
	11:00 AM	:30	1 WB	2 EB
	11:04 AM	2:25	18 WB	26 EB
	11:08 AM	:45	4 WB	3 EB
	11:09 AM	:55	5 WB	2 EB
	11:11 AM	2:10	10 WB	8 EB
	12:49 PM	:40	3 WB	4 EB
	1:07 PM	:40	10 WB	14 EB
	5:24 PM	4:45	26 WB	21 EB





**Table INF-1**  
**Railway Interruption Summary**  
(Continued)

LOCATION	ARRIVALS	DURATION OF DELAY (MINUTES)	BACK-UP QUEUE (VEHICLES)	BACK-UP QUEUE (VEHICLES)
<b>DOWNEY RD AT BANDINI</b>	8:30 AM	5:35	61 EB	128 WB
	9:15 AM	0:36	20 EB	22 WB
	10:35 AM	1:15	31 EB	21 WB
	12:19 PM	20:01	100 *	235 *
	1:32 PM	0:35	11 EB	31 WB
	2:49 PM	2:14	21 EB	27 WB
	4:02 PM	1:04	14 EB	16 WB
	5:26 PM	1:00	17 EB	19 WB
<b>DOWNEY RD AT SLAUSON</b>	9:15 AM	1:00	9 EB	12 WB
	10:47 AM	1:00	8 EB	30 WB
	12:17 PM	4:00	41 EB	48 WB
	1:44 PM	1:00	6 EB	8 WB
<p>*Queue based on minimum length actually observed - end of queue extended beyond area under observation and many cars made U-turns etc.</p> <p>Note:</p> <p>NB - North Bound EB - East Bound WB - West Bound SB - South Bound</p>				





Atlantic in the vicinity of Ayers Avenue. This connection would afford some traffic movements direct access to/from the Long Beach Freeway by avoiding the Atlantic/Bandini intersection.

2. Most of the railroad crossings in the City are at grade. Vehicular traffic is forced to wait for extended periods when freight trains block streets. Field observation of delays and traffic queues experienced on a routinely daily basis at four (4) of the most heavily traveled railroad crossings is illustrated in Table INF-1. Examination of this information indicates delays exceeding 10 minutes frequently occur and delays exceeding five minutes or more are commonplace. Traffic backups exceeding 200 cars were noted daily with queues of 100 or more commonplace. The length of time required for vehicles to disburse after the train clears the roadway may be more than double the delay because of traffic congestion at signals and cross streets. Given the relatively high percentage of commercial vehicles in Vernon (30 percent or more trucks) the value of the time lost, as well as the length of the queue backing up and blocking adjacent intersections is substantial. The longest delays and queues were noted on Santa Fe Avenue where daily queues frequently exceed 100 vehicles (in each direction). However, relatively long delays and queues were also observed on 37th Street and Alameda Avenue. The Bandini Blvd/Downey Road intersection adjacent to the Union Pacific lines is also a point of congestion and delay. Each of these points of conflict could be eliminated by a grade separation structure (overcrossing or under-crossing).
3. The Port of Los Angeles wants to improve rail access and increase rail transport to and from the Port. Various studies have been completed projecting substantially increased rail traffic and evaluating various existing rail routes for possible improvement and usage. One route, the Alameda Corridor, is of particular concern to the City.



The location of the rail line adjacent to Alameda Street causes a particularly challenging problem in separating rail and vehicular traffic. To avoid major disruption to traffic circulation patterns and to individual site access, the rail line must be completely depressed through the City whether the Alameda Corridor or an alternative route, such as the Wilmington line, is utilized. Rail/vehicular conflict is a significant problem and is one which must be resolved by depressing and separating the rail bed from vehicular traffic on streets.

4. Modern trucks (and especially interstate trucks) are larger and longer than those for which the streets and many loading facilities in Vernon were designed. Maneuvering to turn corners, enter and exit firms, and load or unload freight cause frequent traffic congestion--especially on narrow, older streets.

5. Many of the older structures in Vernon were built to the property line (or sidewalk). As a result, the possibilities for widening these streets to handle the higher traffic volumes and larger trucks are very limited without incurring substantial cost and disruption of businesses.

6. Many of the older businesses in Vernon do not have sufficient off-street parking for their employees and visitors. Many also have no off-street loading docks or their facilities are inadequate. On-street parking and loading contribute to congestion at times completely blocking some of the narrower streets.

7. Some of the designated arterial and collector streets in the City do not meet current design standards in some places.

8. Some rail spur lines are unnecessary, experience limited use and separate properties containing a single



operation or business. Elimination of unnecessary spurs or allowing separated properties to have vehicular access across the rail lines is desirable.

9. Widening streets to meet standards will be difficult given the cost of acquiring right-of-way and relocating buildings and business.

These problems are addressed in the goals and policies and in the circulation plan contained in this element.



### 1.3 Issues and Opportunities: Utilities

There are three water purveyors supplying water to the City of Vernon as of 1988. The largest area is served by the City-owned and operated Water Department. This area has both adequate facilities and supply to meet daily and emergency needs. However, the extreme southeastern corner of the City (east of Atlantic Blvd.) which is served by a private company, has inadequate water pressure and hydrant spacing to meet emergency needs. The northeastern portion of the City, north of the Los Angeles River (also served by a private company) is deficient in fireflow. Enhancement of these utility operations in some manner is a opportunity for the City.

Vernon is located within the boundaries of three Los Angeles County Sanitation Districts. Sewer lines are maintained by the City and are adequate to serve industrial users in all areas except east of Downey Road and south of the Los Angeles River where some capacity improvements are needed. The untreated effluent is directed into the County system for treatment. At this time, County facilities have adequate capacity to handle the effluent.

The storm drainage system in Vernon is adequate to handle all storm runoff (except in the area east of Downey Road and south of the Los Angeles River), although in intense storms of short duration localized ponding may occur. Because storm runoff feeds into the Los Angeles River, the City must be particularly careful to monitor and assure quick clean up of chemical spills. City staff monitors both sewers and storm drains to this end.





## 2.0 PROPOSALS

### 2.1 Street Classification Standards

Streets in the City of Vernon are classified according to their primary function. Minimum standards for the roadway designations are illustrated in Figure INF-2. The general character and the appropriate standards for various roadways are described below.

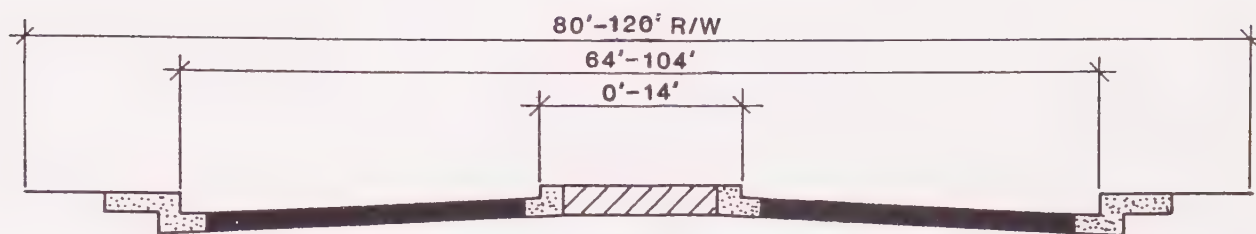
#### **Freeway**

A freeway is a divided highway devoted entirely to the task of traffic movement. Its major characteristic is total access control. All conflicting movements are removed by grade separation, and there is no on-street parking. Freeways exist on rights-of-way of 120 feet or more and contain two or more travel lanes in each direction. Typical traffic volumes are greater than 25,000 vehicles per day. Freeways generally carry between 25 and 30 percent of a city's traffic.

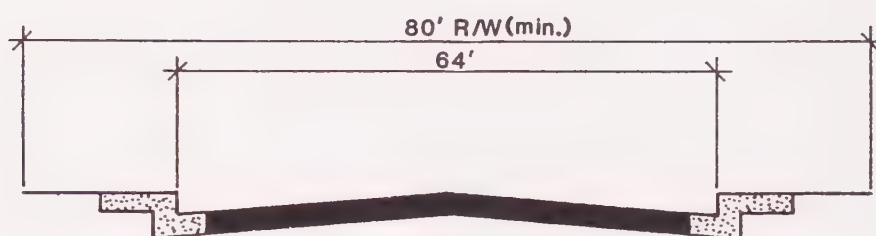
Freeways have limited access and are designed to move large volumes of traffic within a region. In the larger urban areas, freeways generally consist of at least three lanes in each direction. The City has little jurisdiction over the freeways which are the responsibility of CalTrans to build and maintain. The City can make recommendations to CalTrans for changes or improvements to freeways serving the City and these may be incorporated into the 5-year State Transportation Improvement Program (STIP). To assure necessary improvements are made, partial funding by the City of freeway modifications may be required.

The Long Beach Freeway which crosses the eastern end of the City, and the Santa Ana Freeway located just north of Vernon, are examples of this category of roadway.

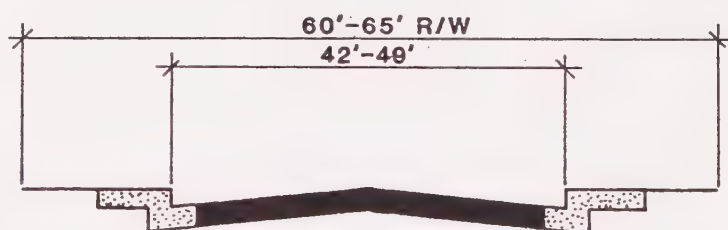




Arterial



Collector



Local

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VERNON  
GENERAL  
PLAN

Figure INF-2  
Street Classification  
Standards



## **Arterial**

An arterial is a facility on which design and traffic control measures are used to expedite through traffic movement with restricted access to abutting properties and on-street parking. A primary arterial is the principal urban thoroughfare. Arterials have 80 to 120 feet rights-of-way and two or three travel lanes in each direction. They may or may not be divided by a median strip. Arterials generally have a parking lane adjacent to the curb on both sides of the paved right-of-way and a center left turn lane. Typical traffic volumes range from 10,000 to 20,000 vehicles per day with 20 to 25 percent of a city's traffic traveling on the arterial and collector system.

In Vernon, the established right-of-way width for an arterial will vary greatly depending on localized conditions. Buildings constructed at property lines and other conditions may prevent the acquisition of full width rights-of-way in specific areas of the City. Streets in the City of Vernon classified as arterials include Slauson Avenue, Alameda Street, Santa Fe Avenue, Soto Street, Downey Road, Washington and Bandini Boulevards.

## **Collector Streets**

A collector is defined as a street which serves traffic movements in a defined geographic area of a city and connects this area to arterials and freeways. There are few through traffic trips since most traffic utilizes collectors to move from a lower order street to a higher order street. Traffic control devices may be installed to protect or facilitate this movement. Traffic volumes range from 4,000 to 8,000 vehicles per day. Collector streets generally have a minimum right-of-way width of 80 feet and consist of four travel lanes and two parking lanes, although widths may be less depending on existing physical constraints. Roadways in the City that are classified as collector streets include Randolph Street, Fruitland Avenue, Vernon Avenue, Pacific Boulevard, 26th Street, and Boyle Avenue.



## **Local Streets**

Local streets refer to those streets that provide direct access to the individual parcels located throughout the City. The remaining streets not otherwise designated as arterial or collector are classified as local streets. Local streets in Vernon should have a minimum right-of-way width of 60 feet, although widths up to 65 feet may be needed to accommodate the larger trucks that travel these streets to individual businesses.

A second important classification system relevant to streets in the City is concerned with measuring a roadway's ability to handle existing traffic volumes. Figure INF-1 shows the existing traffic conditions. Level of Service (LOS) is a qualitative measure used to describe the condition of traffic flow, ranging from excellent conditions at LOS A to overloaded conditions at LOS F. The level of service is a function of the average individual vehicular delay experienced by the intersection at critical volumes.

The six levels of service are generally described as follows:

### **LOS A**

This is a condition of free flow, accompanied by low traffic volumes and high speeds. Traffic densities will be low, with uninterrupted flow speeds controlled by driver desires, speed limits, and physical roadway conditions. There is little or no restriction in maneuverability due to the presence of other vehicles and drivers can maintain their desired speeds with little or no delay.

### **LOS B**

This occurs in the zone of stable flow, with operating speed beginning to be restricted somewhat by traffic conditions. Drivers still have reasonable freedom to select their speed and lane of operation. Reductions in speed are not unreasonable with a low probability that traffic flow will be restricted. The lower limit (lowest speed, highest volume) of this level of service has been used in the design of rural highways.





- LOS C** This is still the zones of stable flow, but speeds and maneuverability are more closely controlled by the higher traffic volumes. Most of the drivers are restricted in their freedom to select their own speed, change lanes, or pass. A relatively satisfactory operating speed is still obtainable with service volumes suitable for urban design practice.
- LOS D** This level of service approaches unstable flow, with tolerable operating speeds being maintained though significantly affected by changes in operating conditions. Fluctuations in volume and temporary restrictions to flow may cause substantial drops in operating speeds. Drivers have little freedom to maneuver and comfort and convenience are low.
- LOS E** This level of service cannot be described by speed alone but represents operations at lower operating speeds, generally about 30 miles per hour, with traffic volumes at or near the design capacity of the roadway. Traffic flow is unstable and there may be stoppages for short periods. This level of service is associated with the operation of a facility at design flow.
- LOS F** This level of service describes a forced-flow operation at low speeds where volumes are above the design capacity of the roadway. In the extreme cases, both speed and volume can drop to zero. These conditions usually result from queues of vehicles backing-up from a restriction downstream. This section of the roadway under study will serve as a storage area during parts or all of the peak hour period. Speeds are substantially reduced and stoppages may occur for short or long periods of time because of the downstream congestion.



## 2.2 Circulation Plan

The implementation of the goals and policies in the General Plan is not expected to change the traffic volumes in Vernon significantly. Over the past decade, traffic volumes and patterns have changed. There has been an increase in the number of trucks on City streets (due to the increase in warehousing and transportation-related uses in the City) and an increase in the length of the trucks due to changes in federal law. Implementation of the General Plan will reduce the traffic congestion in some areas because it would restrict new warehouses and trucking firms to areas which have streets that can accommodate them.

Depending on the type of industry which locates in Vernon over the remainder of the century, traffic volumes could decrease by as much as five percent or increase by the same factor. In recent years, the trend has been toward more automated industries with fewer employees. As a result, traffic volumes are expected to hold steady or continue to decrease in the near term. In the long run, if the businesses which include a sales component or larger office staff begin to locate in Vernon as they have in industrial areas adjacent to downtown Los Angeles, then traffic volumes may increase slightly over the longest term.

On individual streets, such a small change in absolute traffic volumes would not be noticeable. The estimated increase or decrease is much less than the day to day variations which are often 10 percent or more. However, the effect of the proposed land use changes would be to concentrate large truck traffic on those streets which are designed to handle them.



Street classifications within the City remain essentially the same as established by the 1974 General Plan. Figure INF-3 shows the classification of streets. The City will continue its program of widening and upgrading individual streets as opportunity and funding permit. Overcrossing and interchange improvements may also be undertaken as opportunities are identified.

Proposals to improve access to Los Angeles and Long Beach ports include expanded rail service in the Alameda Street corridor. However, the Alameda corridor serves rail, trucks and vehicles for approximately six cities. Emphasis of rail over vehicle useage in the corridor in the City of Vernon is undesirable.

The City is also opposed to the upgrading of the lines in Alameda Street because such improvements would require additional right-of-way which is not available. The City is concerned not only about traffic congestion but also about public safety. A potential reduction in emergency service access to parts of the City could result from increased rail traffic with no grade separations.

To resolve the problems created by rail/vehicular conflicts along Alameda Street, a special study corridor is established by the Plan as shown in Figure INF-3. Special studies will be undertaken to establish the type of separation(s) which may be most appropriate to resolving conflicts and assuring public safety. Realignment of rail lines, as well as overcrossing or undercrossing of rail or street alignments may be considered.

A regional plan for rail service from the Ports of Los Angeles and Long Beach to Los Angeles is currently under development. The Alameda corridor has been identified as one potential alignment. This would involve as many as 100 trains per day or more moving between Long Beach and Los Angeles through the City of Vernon. Although the Alameda corridor is one of the main alternatives under investigation,



others do exist and the City prefers the Wilmington alignment. The Alameda right of way is limited in width and constrained in other ways. In addition, separation of vehicle and train traffic is preferable and would be difficult along the Alameda corridor.

However, regardless of the final alignment selected, the existing at-grade railroad crossings combined with existing delays and traffic queues resulting from train operations will negatively impact on the circulation system and consideration of a complete separation of rail from vehicular traffic will be required.

The Circulation Plan proposes grade separations at key roadway/track intersections in Vernon and in neighboring cities as indicated on Figure INF-3. These are necessary to reduce rail/vehicle conflicts, eliminate the extended traffic tie-ups and delays and to assure adequate emergency public safety vehicle access to all parts of the City. The City will also evaluate existing railroad/street intersections involving non-circulation system streets to determine if each is required, and if not, will consider elimination or closing.

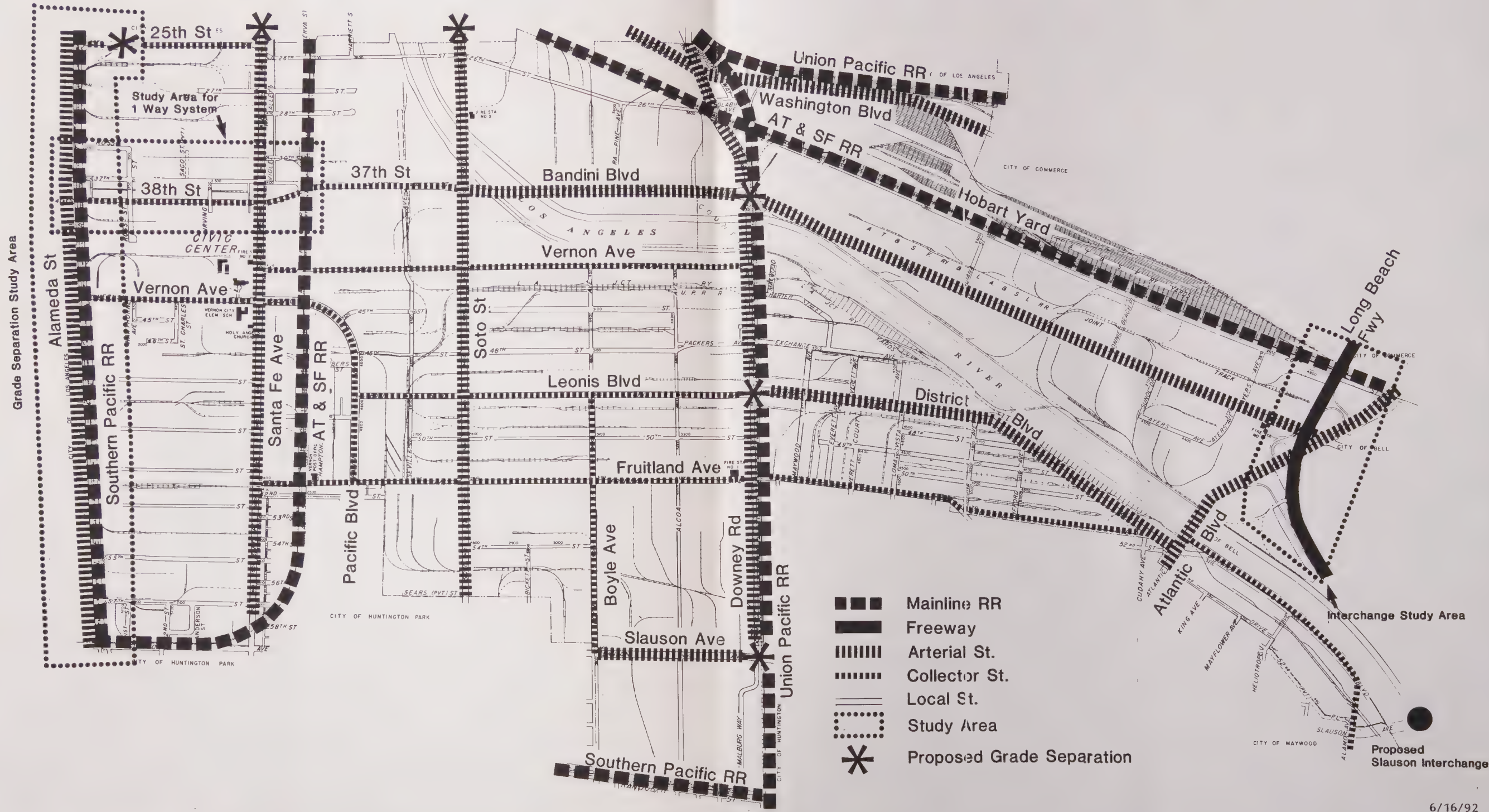




Figure INF-3 Circulation Plan

Redate  
6/16/92  
maw  
7/22





6/16/92

VERNON  
GENERAL  
PLAN



Figure INF-3  
Circulation Plan



## 2.3 Other Transportation Systems

The City is served by the Southern California Rapid Transit District (SCRTD) which provides bus service to Vernon and adjacent cities. This service is an important alternative to the automobile as means for employees to travel to and from work. Therefore, the City will continue to support the high level of service within the City. Review of bus routes and schedules on a regular basis and the addition of routes to respond to changes in employment patterns is necessary to assure good service to the community.

An additional means of employee access to jobs in the westerly portion of the City became available when the Los Angeles County Transportation Commission in 1990 constructed a "light-rail" facility along Long Beach Boulevard. The light-rail line parallels and is one block west of the western City limits within walking distance of many businesses between Alameda and Santa Fe. The opportunity also exists to interconnect with SCRTD bus service at various points along the line.





## 2.4 Water and Sewer System

The Infrastructure Element of the Vernon General Plan provides for the maintenance and upgrading of the water and sewer systems as needed. Since the system is in good condition (with a few exceptions) and adequately sized, no major improvements are proposed. The area which will need improvement is located south of District and east of Downey Road. However, the City will continue to monitor the ability of the private water purveyors to provide adequate daily and emergency service. If need be, policies will be developed to address problems as they arise, and to eventually add these areas to the City system.





### 3.0 GOALS AND POLICIES

**GOAL 1**      **PROVIDE A BALANCED TRANSPORTATION SYSTEM FOR THE SAFE AND EFFICIENT MOVEMENT OF PEOPLE, GOODS, AND EMERGENCY SERVICES THROUGHOUT THE CITY.**

**POLICY 1.1:** Continue to upgrade the existing street system to meet the minimum standards set in the Circulation Plan.

**POLICY 1.2:** Consolidate the freight rail system in areas designated for General Industrial and Heavy Industrial land uses.

**POLICY 1.3:** Limit the location of transportation-related uses and large warehouses (over 50,000 gross square feet) to areas with streets designed to accommodate the larger volumes of truck traffic they generate.

**POLICY 1.4:** Explore the potential of designating one-way couplets in areas of town with narrow streets which have limited potential for widening.

**POLICY 1.5:** Continue to pursue grade separation for rail-road crossings of designated streets, particularly in light of the proposed rail system changes associated with Port Access improvements.

**POLICY 1.6:** Encourage continued improvement of services provided by the Southern California Rapid Transit District to the City and adjacent cities to provide better access for employees from home to job and job to home.

**POLICY 1.7:** Encourage the use of ridesharing and public transit to reduce the traffic congestion and need for off-street parking in the City.



**POLICY 1.8:** Encourage the redesign and upgrading of the freeway interchange at Atlantic and Bandini Blvds. to eliminate hazards.

**POLICY 1.9:** Explore the potential of adding a freeway interchange at Slauson Avenue and the Long Beach Freeway to improve access for City industries.

**POLICY 1.10:** Consider the elimination of unnecessary rail spur lines and permit the combination of properties across spur lines with vehicular connections.

**GOAL 2      ENSURE THE PROVISION OF ADEQUATE OFF-STREET PARKING AND LOADING FACILITIES FOR EACH BUSINESS.**

**POLICY 2.1:** Encourage cooperative efforts among neighboring firms to resolve off-street parking problems.

**POLICY 2.2:** Require adequate off-street loading facilities as a part of any new or renovated use.

**POLICY 2.3:** Explore the potential of creating public parking lots for employee parking using parking assessment districts or redevelopment powers.

**GOAL 3      MAINTAIN A WATER SUPPLY SYSTEM CAPABLE OF MEETING BOTH NORMAL DEMAND AND EMERGENCY NEEDS IN THE ENTIRE CITY.**

**POLICY 3.1:** Periodically evaluate the entire water supply and distribution systems to ensure its continued adequacy and to eliminate deficiencies or enhance service.



**POLICY 3.2:** Ensure that all new development or expansion of existing facilities bears the cost of providing adequate water service to meet the increased demand which it generates.

**GOAL 4      MAINTAIN A SEWER SYSTEM ADEQUATE TO PROTECT THE HEALTH AND SAFETY OF ALL RESIDENTS AND BUSINESSES.**

**POLICY 4.1:** Periodically evaluate the sewage disposal system to ensure its adequacy to meet changes in demand and changes in types of waste.

**POLICY 4.2:** Ensure that all new development or expansion of existing facilities bears the cost of expanding the sewage disposal system to handle the increased load which they are expected to generate.

**GOAL 5      MAINTAIN A STORM DRAINAGE SYSTEM ADEQUATE TO PROTECT THE LIVES AND PROPERTY OF VERNON RESIDENTS AND BUSINESSES.**

**POLICY 5.1:** Periodically evaluate the size and condition of the storm drainage system to ensure its ability to handle expected storm runoff.

**POLICY 5.2:** Evaluate the impact of all new development and expansion of existing facilities on storm runoff and ensure that the cost of upgrading existing drainage facilities to handle the additional runoff is paid for by the development which generates it.

**POLICY 5.3:** Monitor the use and storage of hazardous chemicals to prevent their accidental discharge into the storm drainage system.



**GOAL 6      MAINTAIN A HIGH LEVEL POWER/ENERGY SUPPLY  
AND SERVICE SYSTEM CAPABLE OF MEETING BOTH  
NORMAL DEMAND AND EMERGENCY NEEDS IN THE  
CITY.**

**POLICY 6.1:** Operate and maintain an electrical utility system which provides an adequate level of service to businesses and other uses in the City.

**POLICY 6.2:** Periodically evaluate the electrical utility system to ensure its adequacy to meet any changes in demand over time.







City of Vernon



## HOUSING ELEMENT

### 1.0 INTRODUCTION

As in any city with much industry and many jobs, the City of Vernon must be concerned with housing. Proximity of housing to jobs is important to both employers and employees. The availability of adequate housing is an important aspect of planning for the long-term viability of the City and its businesses.

### 1.1 State Requirements

The California Government Code is very specific concerning the preparation and content of a housing element. It is the only element which must be reviewed by the State for completeness and compliance with the law before it is adopted. The element examines existing conditions and, through analysis, identifies housing needs and presents programs to meet those needs. The legislature has deemed that the Housing Element is the appropriate mechanism to implement State-wide goals regarding the provision of decent and suitable housing for all persons. The Government Code also makes it clear that the provision of affordable housing is the



responsibility of all local governments and that they, using vested powers, should make a conscious effort to see that there are housing opportunities for all income groups (Section 65580). The intent of the State housing element requirements is based on the following concerns (Section 65581):

1. Local governments should recognize their responsibilities in contributing to the attainment of the State's housing goals;
2. Cities and counties should prepare and implement housing elements coordinated with State and federal efforts in achieving the State's housing goals;
3. Each local jurisdiction should participate in determining the necessary efforts required to attain the State's housing goals; and
4. Each local government must cooperate with other local governments to address regional housing needs.

This Housing Element was prepared in compliance with State requirements. However, because the population of the City is so small, there is no separate census data for Vernon. The City's few households comprise only 10% of the total households contained in census tract 5324. In order to better assess housing needs within Vernon, the City has collected original data on its housing stock and household characteristics. In addition, a recent study entitled "Housing Feasibility Analysis" prepared for the City of Vernon by Agajanian & Associates evaluates both short and long term residential development opportunities in Vernon within a larger market area; this study will be utilized as appropriate to help understand existing and future housing conditions within Vernon.



Many of the goals and programs which are desirable on a statewide basis are not feasible in Vernon. The noise, dust, vibration and toxic or chemical wastes and odors from local industry (many of which operate around the clock) serve as a deterrent to housing development in the City. Moreover, housing should not be encouraged in close proximity to heavy industry for health and safety reasons. Therefore, the Housing Element reflects the unique realities of the City of Vernon.

## **1.2 Supplemental Documents**

The following documents serve as supplemental material to the Vernon Housing Element and represent background reference material supporting this Element and are incorporated by reference:

1. City of Vernon Master Environmental Assessment, November 1988.
2. Report on RHNA for City of Vernon (addressed to Jim Minuto, SCAG Housing Programs and Project Manager), September 26, 1988.
3. Housing Feasibility Analysis, Agajanian & Associates, August 30, 1988.





## 2.0 HOUSING PLAN

### 2.1 Summary of Housing Needs

#### **Population and Housing Trends**

City records indicate Vernon's housing stock and related resident population base has undergone little change since 1980. The City had a 1980 housing stock of 36 dwelling units, supporting a resident population of 85 persons. No new residential construction has occurred since that time. However, in 1984, three dwelling units were demolished in Vernon, with a fourth unit demolished in 1985. The City's housing stock has remained at 32 units since 1985, with the resident population ranging between 77 and 88 persons. These housing units are located in pockets throughout the City, although most are located west of Downey Road.

Forecasts for housing and population growth in the southern California region have been made by SCAG, and published in a series of growth management alternatives (GMA-2, GMA-3, GMA-4). The selected Growth Management Plan, GMA-4M (modified), provided the basis for projecting future housing need in SCAG jurisdictions for the 1989-1994 time period, as set forth in the Regional Housing Need Assessment (RHNA). However, as SCAG has amended Vernon's future housing need to zero based on the City's requested revision of the RHNA, population and housing projections contained in the GMA-4M Plan for Vernon are no longer applicable. (Refer to Section 2.1 D for a discussion of the RHNA and future housing need in the City). As there is no revised population/housing projection for Vernon based on the revision to the RHNA, the most accurate projections are those contained in the three growth management alternatives which define a future housing need of zero for the City of Vernon.



As indicated in Table H-1, all three growth scenarios indicate an identical future net housing growth in Vernon, with the City actually losing three dwelling units during the 1984-2010 period. The three scenarios all indicate only nominal population growth in the City. The industrial character of the area, the lack of vacant parcels suitable for residential use and heavy industry will continue to preclude any real opportunity for housing in Vernon.

**Table H-1**  
**Projected Population and Housing Growth City of Vernon**  
**1984 - 2010**

Growth Management Alternative	1984		2010		% Change in Housing	% Change in Population
	Housing Units	Population	Housing Units	Population		
GMA-2	37	84	34	85	-8.11%	+ 1.10%
GMA-3	37	84	34	84	-8.11%	0.00%
GMA-4	37	84	34	86	-8.11%	+ 2.38%

Source: Southern California Association of Governments, Preliminary Draft Growth Management Plan, April 8, 1988.



## Housing Characteristics

### Households

In 1988, the 30 households as defined by the U.S. Bureau of the Census occupied housing units (see Table H-2) with a resident population of 77 persons. Average household size is 2.6 persons per unit. With the housing stock projected to decline over the next twenty years, and some nominal growth in population, the City could be expected to experience some increase in the number of persons per household. Housing vacancy is very low in the City, with only two units currently unoccupied, a 6.2% vacancy rate.

**Table H-2**  
**Housing Characteristics**  
**1988**

Total Housing Units	32
Occupied Households	30
Average Household Size	2.566
Family-Headed Households	28
Total Population	77

Source: City of Vernon, Community Services Department



Table H-3 presents City-collected data on housing tenure (owner/renter) and housing units per structure. Of the City's 32 housing units, 27 are renter occupied, three are owner-occupied, and two are vacant. Compared with the statewide figure of 45 percent, Vernon has a significantly higher proportion (90 percent) of renter households. The majority of Vernon's housing stock is comprised of single family dwellings, with only one apartment building located in the City. The City owns 26 dwelling units, 18 of which are single family dwellings. The City rents these units to public safety personnel, such as fire, police, street maintenance, and utility operators, to ensure the availability of safety personnel in case of emergency.

**Table H-3**  
**Units in Structure/Housing Tenure**  
**1988**

	<b>Total</b>	<b>Owner Occupied</b>	<b>Renter Occupied</b>	<b>Vacant Units</b>
Total Housing Units	32	3	27	2
Detached Single Family	20	1	18	1
Attached/Non-Residential	2	1	1	--
Duplex	2	1	--	1
Apartments	8	--	8	--
Mobile Home	0	--		--

Source: City of Vernon, Community Services Department





### **Housing Condition**

A windshield survey was conducted of Vernon's housing stock to assess housing conditions. Although the housing stock is older (largely built before 1950), it is in generally good repair. The survey determined that 31, or 97% of the City's dwelling units are well maintained and in good condition. Only one unit, which coincidentally is the only vacant unit in the City, has fallen into disrepair, and is in need of substantial rehabilitation. A major reason for the quality of housing conditions in Vernon is the City's ownership of a large proportion of the housing stock, and responsibility in maintaining these units. The great demand for industrial space in the City means that unnecessary or poorly maintained units are unlikely to remain unless acquired by the City.

### **Housing Affordability**

Because the City's resident population is so small, its housing needs are negligible when traditional needs analysis methods are applied. Because of this limitation, a special "Housing Feasibility Analysis" was conducted for the City to evaluate the housing needs of Vernon's employee population. This approach provided information on the relationship of jobs in the City to the availability of adequate, affordable housing in the market area. The following discussion of housing needs is based on the findings of the Housing Feasibility Analysis report identified in Section 1.2.

Due to the small number of housing units within the City of Vernon, the Housing Feasibility Analysis report considers housing conditions within the context of a larger market area. For the purposes of this study, the housing market area consisted of the residential areas surrounding Vernon, including the cities of Bell, Bell Gardens, Cudahy, Huntington Park, Maywood, and portions of the City and County of Los Angeles.



Vernon is estimated to have approximately 41,500 jobs. To assess the housing needs of these employees, a survey was taken of employee residence location by zip code and annual payroll levels. For convenience, several large employers were asked to provide the requested employee information on computerized forms. Though not a random survey, the results for 12,379, or nearly one-third, of the City's employees were obtained.

The location of residence of the City's employees covered a large geographic area, indicating that housing preferences for the workers surveyed were considerably varied. Approximately 20% of the surveyed workers reside in the defined market area and the majority of workers live in the near vicinity.

In terms of income levels, the survey utilized income ranges determined by HUD for very low, low, moderate, and upper income households of four in Los Angeles County, with households falling within the bottom three categories qualifying for assisted housing. As presented in Table H-4, approximately 58% of Vernon employees surveyed were of very low income, 18% of low income, 9% of moderate income, and 15% of upper income. It should be noted however that these income categories are calculated for families of four, while the income data for Vernon was collected on the individual employee level. Therefore, this income distribution for employees in Vernon must be factored downward to account for the fact that many households have more than a single wage earner. Discounting the proportion of employees whose incomes would qualify for assisted housing (very low, low and moderate income households) by a third to account for multiple wage households indicates that nearly two-thirds of the employee households have incomes which would qualify for assisted housing (62.7%). Comparing those employees who reside in the market area (19.6%) with those who qualify for housing assistance (62.7%), would indicate that 12.3% of employees in Vernon both reside in the market



area and qualify for housing assistance. Expanding this proportion to the entire labor force in Vernon represents 5,098 households, which can be considered the amount of housing needed in the market area to provide affordable housing for the very low, low, and moderate income households whose wage earners work in Vernon.

**Table H-4**  
**Reported Employee Income Distribution**  
**June 1988**

Income Category	Employees	Distribution
\$ 0 - \$17,950	4,779	57.75%
\$17,951 - \$26,550	1,468	17.73%
\$26,551 - \$33,200	736	8.89%
\$33,201 - \$39,800	924	11.17%
\$39,801 +	369	4.46%
<b>Total</b>	<b>8,276</b>	<b>100.00%</b>

Source: Agajanian & Associates



Interpolating the survey results and expanding it to the entire Vernon labor force, approximately 5363 income-qualified workers reside in the market area. Contrasting this with the estimated 5098 units of "household need", it would appear that the housing market is adequately serving the area's very low, low and moderate income employee households. As indicated in Table H-5, the current housing market is able to provide affordable rental housing to very low, low and moderate income households, and affordable ownership housing in townhouse-style units to low and moderate income households. However, like most of Southern California, single-family ownership housing is affordable only to upper income households.

Further supporting this finding of housing affordability is SCAG's estimate of existing housing need, as published in the June 1988 Regional Housing Needs Assessment (RHNA). As reported in Table 1 of the RHNA, no households in the City of Vernon spend more than 30% of their income on housing, or are "overpaying." A major reason for this absence of housing overpayment is that the City owns a large proportion of the housing stock, and is able to maintain rents at an affordable level.





**Table H-5  
Affordability of Residential Development  
in the Market Area**

Assumptions	Single Family	Townhouse	Rentals
Average cost per unit	\$136,000	\$80,000	\$48,699 <sup>(1)</sup>
Monthly payment/rent	\$ 1,036 <sup>(2)</sup>	\$ 610 <sup>(2)</sup>	\$ 405 <sup>(3)</sup>
Required household income <sup>(4)</sup>	\$ 41,445	\$24,380	\$16,200
Assisted housing qualified <sup>(5)</sup>			
2 Person Household	not qualified	moderate income	low income
4 Person Household	not qualified	low income	very low income

<sup>(1)</sup> Average rent of \$405/mo. capitalized at 10%

<sup>(2)</sup> With 20% down and an 11%, 30 year fixed mortgage

<sup>(3)</sup> Average rent in market area

<sup>(4)</sup> Assuming housing mortgage/rent payment as 30% of household income

<sup>(5)</sup> See Table H-6 for details

Source: Agajanian & Associates



**Table H-6**  
**Income and Rent Limits for Assisted Housing**  
**January 6, 1988**

Family Size	Very Low Income <sup>(1)</sup>	Low Income <sup>(2)</sup>	Moderate Income <sup>(3)</sup>
Occupancy Income Limits			
2 persons	\$14,350	\$21,250	\$31,876
4 persons	\$17,950	\$26,550	\$39,840
Maximum Rent			
2 persons	\$280	\$415	\$623
4 persons	\$336	\$498	\$747

<sup>(1)</sup> 50% of Los Angeles County median income

<sup>(2)</sup> 80% of Los Angeles County median income

<sup>(3)</sup> 120% of Los Angeles County median income

Note: Los Angeles County median income for family of four - \$33,200 (1-6-88).  
Published by HUD

Source: Agajanian & Associates



## **Special Needs Groups**

Certain segments of the population may have a more difficult time finding decent, affordable housing due to special circumstances. A household survey was conducted by the City in November 1988 to determine the composition of its 30 households, and any special needs they may have. Based on this survey, special needs households in Vernon were found to consist of the elderly, handicapped persons, large families, female-headed households and the homeless. Due to the small size of the City's total resident population, the magnitude of households in Vernon with special needs is very small.

### **Elderly**

The special needs of many elderly households result from their lower, fixed incomes, physical disabilities, and dependence needs. Vernon currently has one resident age 65 or above, representing 1.3% of the total population. The housing needs of the elderly can be answered through the provision of smaller units, second units on lots with existing homes, shared living arrangements, and housing assistance programs.

### **Handicapped**

The household survey identified one person living in Vernon who suffers from a disability which would likely affect his housing needs. The City's heavy industrial environment presents added constraints to the handicapped. Large volumes of street and rail traffic, and delays caused by trains and parked trucks additionally limit the maneuverability of handicapped individuals. In order to address the needs of its handicapped residents and employees, the City enforces requirements for handicapped accessibility in new construction, and has undertaken a program to install curb ramps for wheelchairs. The City will continue in its efforts to provide equal access to jobs and public facilities for the handicapped.

### **Large Families**



Large families are identified as a group with special housing needs based on the limited availability of adequately sized, affordable housing units. Large households are often of lower income, often resulting in the overcrowding of smaller dwelling units and in turn accelerating unit deterioration. According to the resident survey, two of the City's family-households had 5 or more members. The City's industrial character presents similar disadvantages for families with children as it does for the handicapped. Access to residential services, such as education, recreation and local retail goods and services, is along roadways with high levels of truck traffic, railroad crossings and loading activities. These conditions make pedestrian access to residential service facilities difficult and unsafe, particularly for children.

#### **Female-Headed Households**

Female-headed households tend to have low incomes, thus limiting housing availability for this group. The household survey identified a single female-headed household in the City. The housing needs of female-headed households of lower income can be addressed through the provision of affordable housing, as well as through affordable day care options.

#### **Homeless**

Throughout the country, homelessness has become an increasing problem. Factors contributing to the rise in homelessness include the general lack of housing affordable to low and moderate income persons, increases in the number of persons whose incomes fall below the poverty level, reductions in public subsidy to the poor, and the de-institutionalization of the mentally ill. City personnel indicate that there are few homeless persons or families in Vernon. This is likely due to the City's industrial environment, and its lack of social and residential services.





There are few homeless in Vernon, and the number is insufficient to warrant the development of a separate emergency shelter. The City can address the needs of homeless in the area by supporting the Salvation Army shelter located in the adjacent City of Bell, including possible financial assistance. The Bell shelter is a regional emergency shelter offering overnight accommodations and other services to the homeless. The shelter provides a daily shuttle service to their facility, with pick ups at the Salvation Army headquarters in Huntington Park, Hollywood, East Los Angeles, Compton and Long Beach. Services provided include overnight lodging, food, and use of shower and laundry facilities. These emergency services are available to homeless individuals and families on a per night basis, with the shelter able to accommodate a total of 250 persons.

#### **Future Housing Needs**

State law requires jurisdictions to provide for their fair share of regional housing needs. The Southern California Association of Governments (SCAG) determines the 1989-1994 needs for jurisdictions in Southern California, and designates the number of households the City will be expected to accommodate during this period. Future housing needs reflect the number of new units needed in a jurisdiction (future demand), plus an adequate supply of vacant housing to assure mobility and new units to replace losses. These needs were forecast by the 1988 Regional Housing Needs Assessment (RHNA), which considered on a regional and local level: market demand for housing, employment opportunities, availability of suitable sites and public facilities, commuting patterns, type and tenure of housing need, and housing needs of farmworkers.



The RHNA, published in June 1988, indicated a future housing need in Vernon. The City of Vernon submitted to SCAG a revision to its future housing need on September 26, 1988, documenting a significant error in the RHNA related to demolition activity and replacement housing needs, along with the serious environmental constraints to housing development in Vernon. Based on land use incompatibilities related to hazardous materials storage and processing, background contamination, noxious odors, noise pollution, and truck and railroad traffic, the requested revision concluded that no site in the City could be considered suitable for future residential development. (Refer to Section 2.2 of the Housing Element for additional discussion of environmental constraints to housing development in the City.) SCAG has reviewed the revision requested for Vernon, and has adopted a future housing need of zero (0) in the City.

While the City's environmental conditions have precluded requirements for future housing development in Vernon, the City will continue to accommodate residential development as necessary to support local industry and public safety personnel. Major environmental constraints preclude other types of housing.

#### **Energy and Water Conservation**

Compared with the City's energy-intensive industries, housing consumes only a very small proportion of the City's total energy consumption. The City utilizes Title 24 energy standards for residential construction to minimize energy consumption. Necessary sound insulation on residential units also results in effective heat insulation, thus reducing energy usage. The Southern California Gas Company provides fuel for most heating needs, and offers programs for water heater insulation, attic insulation, and water flow limiting devices.



City water is provided to all dwelling units either from ground water or by import from the Metropolitan Water District. Compared to the City's large industrial users, residential water use is minimal, and no special conservation steps have been deemed necessary.



## 2.2 Constraints on Housing Development

### **Governmental Constraints**

The City's zoning ordinance imposes some constraints on housing. However, new residential development is permitted anywhere in the City. Because of the industrial nature of the City, health and safety codes may also constrain housing location or siting.

New attached and detached residential units are permitted throughout the General Industry and Commercial-Industrial zones. Residential dwelling unit standards for single family detached units include 5,000 square foot minimum lot size, maximum two stories or 35 feet in height, and one off-street parking space per dwelling unit. Standards for multiple-family units include minimum 4,000 square foot lot size per dwelling, maximum three stories or 45 feet in height, and 1.5 off-street parking spaces per dwelling unit. Residential uses are required to be equipped with air conditioning and sound insulation to protect residents from exposure to adverse environmental conditions. New housing is permitted in the Heavy Industry zone as a conditional use, subject to more stringent standards to ensure land use compatibility. The zoning ordinance permits a temporary residential unit (not to exceed 180 days) related to construction upon the same lot, and in addition allows an attached residential unit on the premises of a non-residential use, business, plant or facility to house an owner, caretaker, guard or nightwatchman. While Vernon seeks to retain its industrial orientation, it specifically permits residential uses in the City.

The City's permit processing fees and procedures do not unreasonably constrain residential development. Fees are comparable to those within the region, and have been set at a level necessary to cover the costs to the City.





**Nongovern-  
mental  
Constraints to  
Housing**

In Vernon, there is virtually no land available for the development of housing. In addition, extensive industrial development throughout the City creates serious environmental conditions which render any site in the City unsuitable for residential development. These environmental factors are related to hazardous materials storage and processing, background contamination, noxious odors, noise pollution, and truck and railroad traffic generated by the City's pervasive industrial land uses. Inadequate access to residential services is an additional constraint to residential development in the City. These factors which tend to preclude the use of land for residential purposes in Vernon must be considered in establishing where housing might be located in the City.

**Hazardous Materials**

With a history as an industrial City, Vernon's heavy and prolonged industrial use is reflected in the following conditions:

- ° A high concentration of both underground and above ground hazardous material storage tanks throughout the City.
- ° Numerous underground pipelines throughout the City, many carrying potentially explosive materials.
- ° Residual soil contamination resulting from prior manufacturing activities on the site and from previously abandoned chemical waste open disposal pits, aeration ponds, landfills or petroleum related activities. (A high lead content in the soil is common.)
- ° Approximately 137 miles of railroad track historically treated with herbicides for weed control. Right-of ways show patterns of contamination from spilling, overfilling or transfer of chemicals.



Overfilling storage tanks, leaking pipes and leaking tanks have resulted in residual soil contamination in Vernon. Sixteen sites have been declared Proposition 65 sites (determined by laboratory tests to have excessive chemical contamination). Remediation plans are required to decontaminate the soil. Due to high background petroleum contamination, several sites were remediated with covenants being recorded to advise future purchasers of the presence of contamination, and the unsuitability of the site for future sensitive land uses such as housing.

Due to the high concentration of underground storage tanks in Vernon, (153 businesses currently store hazardous materials in the City), there is significant potential for chemical spills or accidents. The City's Underground Tank Program has resulted in the removal of 592 tanks on 239 sites since May 1984. Additionally, where structures were threatened by tank removal, 42 underground tanks were filled in place. Even where these chemical storage tanks have been removed or filled, there is the potential for residual contamination from the overfilling of tanks during their usage. The City is currently in the process of identifying additional sites with soil contamination problems.

Another component of hazardous materials control in Vernon is the "right to know" program. All businesses in the City are required to submit inventories of all hazardous materials used or stored. Businesses are then classified as A, B, or C depending on the volume of chemicals handled. Vernon has 16 Class A businesses, handling less than 220 pounds of chemicals per month, 89 Class B businesses which handle between 220 and 2,200 pounds, and 252 Class C businesses which handle over 2,200 pounds of chemicals on a monthly basis. The risk of upset from businesses handling such high volumes of chemicals, many of which are toxic, is a factor which must be considered in land use planning.



The location of businesses throughout the community with underground storage tanks and/or use or storage of chemical materials indicates that the entire City is subject to chemical spills or accidents, thereby illustrating its inappropriateness for future residential development.

In summary, the heavy and prolonged use of Vernon as an industrial City has resulted in significant background contamination. Industrial uses which store or use hazardous materials are pervasive throughout the City. These conditions make Vernon a highly unsuitable environment for sensitive land uses such as housing.

#### **Noxious Odors**

Vernon has numerous industries which generate noxious odors, primarily related to the slaughtering and rendering of animals. Overlay districts have been designated in the City's Proposed General Plan in attempts to isolate the locations of offensive industrial uses responsible for excessive noise and odors. These overlay districts include a "Slaughtering Overlay" for uses which involve the slaughtering of animals, and a "Rendering Overlay" for the location of rendering facilities, fertilizer facilities, junk yards and recycling facilities. These uses generate significant adverse effects related to odor and noise, making residential land uses highly incompatible within their vicinity.

#### **Noise**

As could be expected in a highly industrial city, Vernon is exposed to high levels of noise emanating from stationary industrial activity, as well as from trucks, automobiles, and railroad operations. Numerous companies in the City operate equipment, such as large presses and pumps, which produce excessive vibrations and generate noise well beyond the level of acceptability for noise-sensitive land uses within the vicinity. Arterial roadways in Vernon have a very high proportion of truck traffic (approximately 30%), thereby in-





tensifying noise levels surrounding the City's roadways. In addition, four main railroad lines and a number of switching operations pass through the City, generating significant levels of noise.

Figure N-1 in the Noise Element presents noise contours developed for Vernon in 1986; existing conditions are virtually the same. The 60 dB CNEL contour represents the Noise Referral Zone adopted by the City for which any proposed land use within the zone shall be evaluated on a project specific basis. The City's policy is that residential development in areas between 60 and 65 CNEL should be undertaken only after detailed analysis of the noise reduction requirements are made and necessary noise insulation features in the project's design are determined. In areas where noise levels exceed 70 CNEL, residential development should be discouraged. As evidenced by the contour map, a large portion of the City falls within the Noise Referral Zone, and is thereby only marginally acceptable for sensitive land uses such as housing. The noise contours are based on roadway traffic, and do not account for stationary noise sources. The probability is that areas mapped as being outside the 60 dB CNEL may in fact experience excessive noise levels from intermittent or other sources.

### **Truck and Railroad Traffic**

The City of Vernon is traversed by approximately 137 miles of railroad tracks, with approximately 114 at-grade and 3 grade-separated railroad crossings. As previously mentioned, truck traffic is extremely heavy, comprising nearly one-third of all traffic in the City. These conditions not only contribute to excessive noise levels, but also create safety hazards for pedestrians, particularly a problem for the elderly, handicapped individuals and families with children.





### **Residential Service Adequacy**

Residential development requires the provision of services to meet the needs of the resident population. Services provided at the municipal level include education, recreation, and local retail goods and services. While few such residential services are situated within Vernon, they are located within close enough proximity to adequately serve potential residential development in the City. However, access to these residential services is along roadways with high levels of truck traffic, railroad crossings, and loading activities. These conditions make pedestrian access to residential service facilities difficult and unsafe, particularly for children. The City lacks any area suitable for residential development which has safe access to necessary residential services.

### **Summary of Constraints to Residential Development**

Extensive industrial development throughout Vernon has resulted in severe environmental conditions which render virtually any site in the City unsuitable for residential development. Environmental degradation related to hazardous materials and background contamination, noxious odors, noise pollution and truck and railroad traffic present significant land use conflicts for future residential development in the City. In addition, the lack of adequate, safe access to residential services acts to constrain housing opportunities in Vernon. Based on these significant constraints to residential development in Vernon, SCAG has approved a future housing need in the City of zero for the 1989-1994 period.



## 2.3 Housing Opportunities

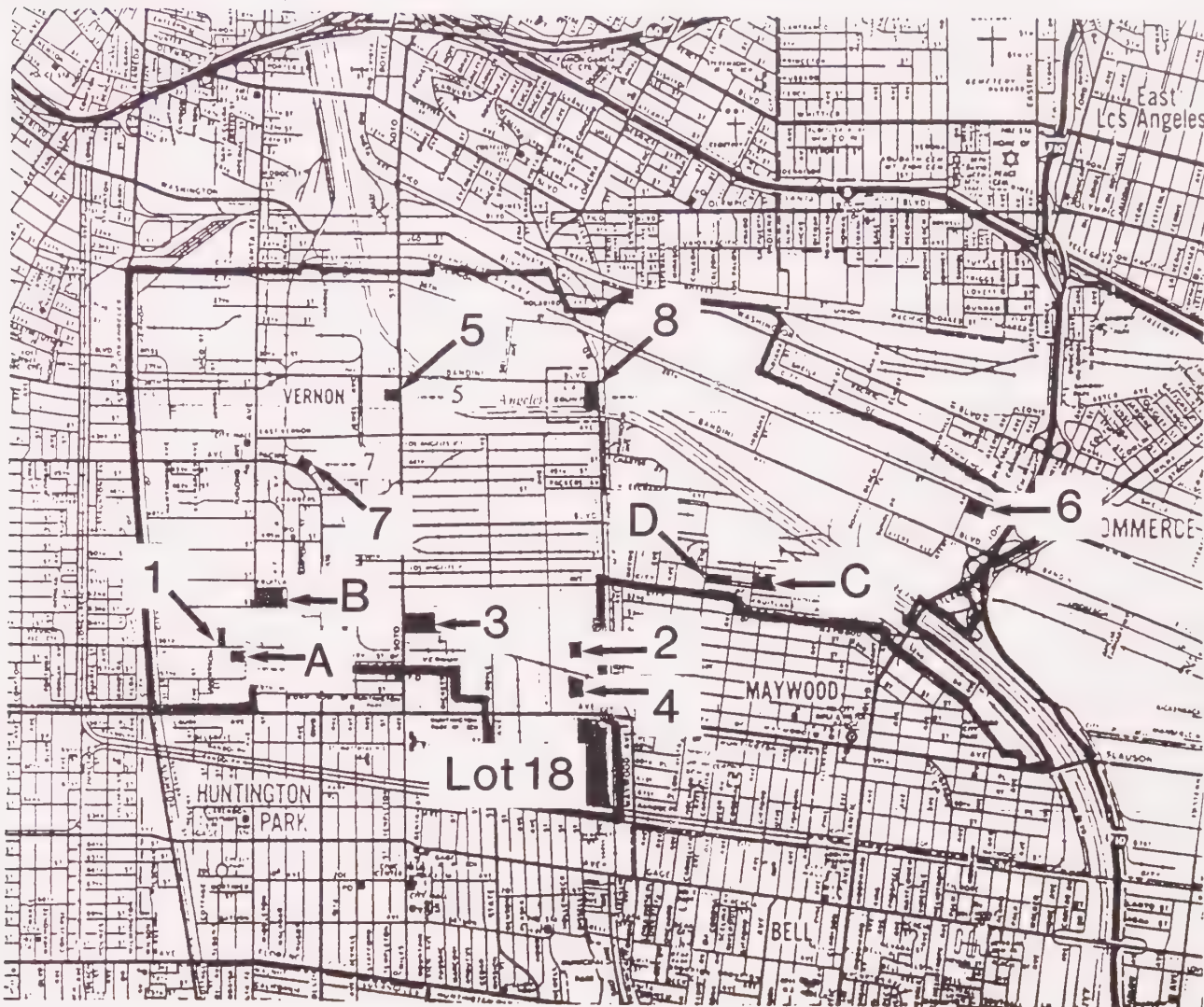
The Housing Feasibility Analysis prepared for the City evaluates sites for potential residential development in the City. As residential development is permitted throughout the City's industrial and commercial zones, zoning did not limit residential selection. Sites were selected which offered the greatest potential for environmental safety, economic feasibility, marketing potential, and residential service adequacy. The sites selected were either currently undeveloped or underutilized, and were considered to have development potential. Though some smaller parcels do exist in Vernon, the study examined sites one acre or larger in size.

The single largest potential site in Vernon is a 31 acre site located south of Slausen Avenue between the Union Pacific Railroad Right-of-Way and the LADWP easement (refer to Figure H-1, Lot 18). However, based upon a toxic hazard assessment report, the site was found to contain elevated concentrations of heavy materials, petroleum hydrocarbons, and groundwater contamination due to historic industrial uses on the site. The Remedial Action Plan approved by the State Department of Health Services on the site upgrades the environmental conditions to standards sufficient for industrial and business use only. Residential use on the site is precluded due to residual contamination and the extreme costs necessary to bring the site up to residential standards. For these reasons, the site was not analyzed for potential residential development.

Eight undeveloped and four underutilized sites in the City were considered to have potential for residential development. These sites are described in Tables H-7 and H-8, and depicted in Figure H-1. The following discussion evaluates these sites in terms of economic feasibility, environmental safety, marketing potential, and residential service adequacy.







no scale

SOURCE: Agajanian & Associates

4/18/89

VERNON  
GENERAL  
PLAN

Figure H-1  
Potential Housing Sites



**Table H-7**  
**Characteristics of Undeveloped and Underutilized**  
**Sites in Vernon**  
**July 1988**

Sites	Parcel #	Location	GP/Over <sup>(1)</sup>	Size	Total A.V.	Land A.V
UNDEVELOPED						
1	818-06-01-08	55th at Santa Fe	Gen. Ind.	2.62 ac	\$328,309	\$328,309
2	864-25-01-13	Slausen near Downey	Gen. Ind.	1.43 ac	\$146,042	\$141,219
3	864-21-02-05	54th at Soto	Gen. Ind.	4.35 ac	\$536,760	\$533,507
4	864-24-01-07	Slausen at Downey	Gen. Ind.	5.40 ac	\$633,689	\$633,689
5	818-14-01-04	Soto near Bandini	Gen. Ind./ Slaughter	0.95 ac	\$124,319	\$124,319
6	822-43-02-02	26th at Ayers	Hvy. Ind.	3.89 ac	\$366,205	\$359,691
7	818-03-02-05	Pacific near Santa Fe	Gen. Ind.	2.39 ac	\$329,847	\$318,476
8	-- (2)	Bandini at Downey	Hvy. Ind./ Render	3.50 ac	-- (2)	-- (2)
UNDEVELOPED						
A	818-07-02-04	55th at Santa Fe	Com. Ind.	4.61 ac	\$1,183,992	\$856,017
B	N/A	Fruitland at Santa Fe	Com. Ind.	2.07 ac	\$361,274	\$283,079
C	864-39-02-24	Corona at 49th	Gen. Ind.	1.38 ac	\$170,178	\$170,178
D	864-39-03-03	Loma Linda at 50th	Gen. Ind.	2.42 ac	\$403,920	\$159,120

(1) General/Heavy/, and Commercial/Industrial GP land use with Slaughterhouse Rendering overlay zones.

(2) Property owned by the Los Angeles County Flood Control District

Source: Agajanian & Associates





**Table H-8**  
**Locational Characteristics for Undeveloped and**  
**Underutilized Sites in Vernon**  
**July 1988**

Sites	Adjacent Land Uses	Truck Traffic	Noise	Odor	R.R. Hazards	Waste Hazards <sup>(1)</sup>
UNDEVELOPED						
1	Older Ind. Warehousing	low	low	low	high	< 0.1 mi
2	Newer Ind. Warehousing	high	high	low	high	< 0.1 mi
3	Food Process Food Storage	high	high	high	low	0.4 mi
4	Warehousing Storage Tanks	high	high	moderate	high	< 0.1 mi
5	Meat Packing Slaughterhouse	high	high	high	low	0.6 mi
6	Fertilizer Pl. Recycle Cntr.	high	moderate	high	high	0.9 mi
7	Warehousing Parking Lot	high	moderate	moderate	low	0.3 mi
8	Factory L.A. River	high	high	high	low	0.4 mi
UNDEVELOPED						
A	Factory Warehousing	low	low	low	high	< 0.1 mi
B	Factory Warehousing	moderate	low	low	high	< 0.1 mi
C	Older Ind. Warehousing	low	low	low	moderate	0.3 mi
D	Older Ind. Parking Lot	low	low	low	moderate	0.4 mi

<sup>(1)</sup> Location of hazardous waste generators exceeding 1000 Kg/month

Source: Agajanian & Associates



## **Economic Feasibility**

Based upon interviews with brokers in Vernon, land prices now average \$8 to \$11 per square foot (SF), or between \$348,000-\$436,000 per gross acre. This is by a high cost for residential land when compared to land in locations more desirable for residential development. At six dwelling units per gross acre single family units at market supportable prices could afford to pay up to \$7.49 per SF. Townhome development could afford to pay up to \$7.34 per SF at ten units per gross acre. Rental units could afford to pay up to \$7.04 per SF for land at 16 units per gross acre. Based on this analysis, none of these housing types are able to afford the \$8-\$11 land costs in Vernon. Private market residential development can thus be considered only marginally feasible in Vernon, and would require some amount of financial assistance to bridge the gap between actual and affordable land costs. In addition, recent experience indicates that financial institutions will not issue mortgage loans for residential units in Vernon. Alternative financing, such as personal loans, have had to be used to finance residential development, significantly adding to the costs of housing.

Costs would also be incurred to make any of the sites suitable for residential development. The developer of the site would need to test for ground contamination, pay for any decontamination needed for residential development, discount sales prices to attract buyers/renters (see next subsection) and provide minimum safety and nuisance improvements to meet residential development requirements. For these reasons and others cited in this element and the backup studies, the conclusion is that private market supportable residential development in Vernon is infeasible economically and from a public safety standpoint.



**Environmental  
Safety/  
Marketing  
Potential**      Environmental conditions in Vernon are generally incompatible with residential neighborhoods. In this sense, housing in Vernon cannot expect to attract home buyers or renters who have a choice between residential neighborhoods in the market area and housing sites within the City of Vernon. As indicated in Table H-8, the potential residential development sites in Vernon all have some form of negative environmental condition.

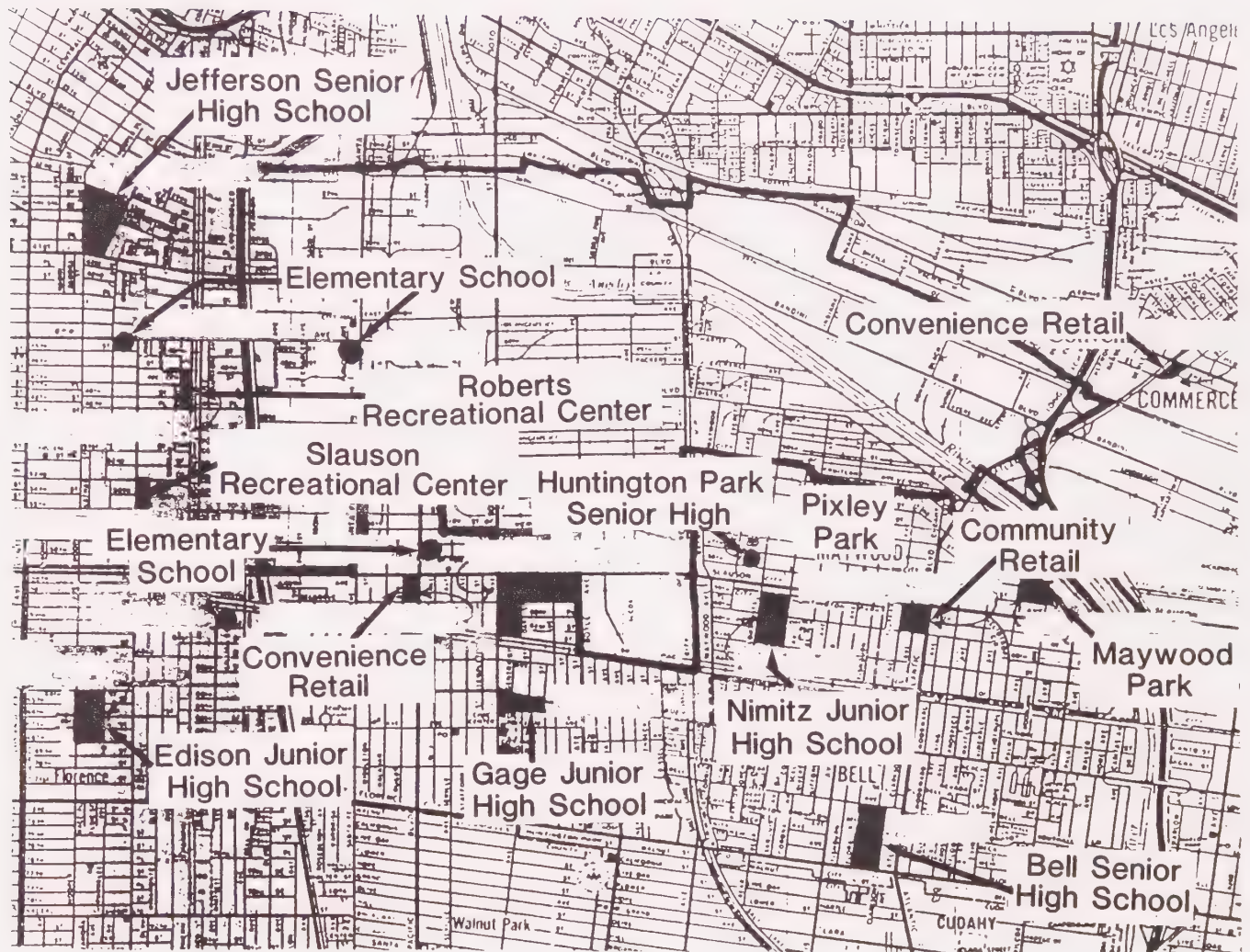
The surrounding land uses at the sites analyzed include warehousing, food processing plants, general industrial plants and parking lots. The associated truck traffic, noise, odor, and hazards make all of these sites less than desirable locations for residential habitation. That all of these sites have potential ground contamination problems and are within a mile of hazardous waste generators also makes these sites extremely hazardous to potential residents.

The development of residential uses at these sites within this industrial environment would create both hardship and hazards for residents substantially greater than those experienced in nearby residential neighborhoods within the market area. Thus, housing units built at these sites as exclusively residential or as mixed use projects would be very difficult to market competitively without deep cuts in their price.

**Residential  
Service  
Adequacy**      To be competitive, residential development in the City of Vernon would require that the new residents be provided basic residential services. The services provided at the municipal level include education, recreation and local retail goods and services. The existing residential services are located in Figure H-2 and the distances to these facilities from each site are presented in Table H-9.







no scale

SOURCE: Agajanian & Associates

4/18/89

VERNON  
GENERAL  
PLAN

Figure H-2  
Residential Service  
Facility Locations





**Table H-9  
Residential Service Characteristics  
for Undeveloped and Underutilized Sites  
in Vernon  
July 1988**

Site	Nearest Elem. School	Nearest Jr. Hi School	Nearest Sr. Hi School	Nearest Conven. Retail <sup>(1)</sup>	Nearest Commun. Retail <sup>(1)</sup>	Nearest Park/ Rec
UNDEVELOPED						
1	0.5 mi	1.0 mi	1.0 mi	0.5 mi	0.5 mi	0.8 mi
2	0.5 mi	0.5 mi	0.8 mi	1.0 mi	1.0 mi	0.5 mi
3	0.5 mi	1.0 mi	0.8 mi	0.8 mi	0.8 mi	1.0 mi
4	0.5 mi	0.5 mi	0.8 mi	1.0 mi	1.0 mi	0.5 mi
5	0.8 mi	2.0 mi	1.5 mi	1.5 mi	1.5 mi	1.5 mi
6	0.5 mi	1.5 mi	2.0 mi	1.0 mi	1.0 mi	1.0 mi
7	0.3 mi	2.0 mi	1.4 mi	1.3 mi	1.3 mi	0.8 mi
8	1.4 mi	1.5 mi	1.5 mi	1.4 mi	1.4 mi	1.4 mi
UNDEVELOPED						
A	0.5 mi	1.0 mi	1.0 mi	0.5 mi	0.5 mi	0.8 mi
B	0.5 mi	1.2 mi	1.0 mi	0.5 mi	0.5 mi	0.8 mi
C	0.8 mi	0.8 mi	1.5 mi	0.5 mi	0.5 mi	0.5 mi
D	0.8 mi	0.8 mi	1.5 mi	0.5 mi	0.5 mi	0.5 mi

<sup>(1)</sup> Convenience and community level retail centers

Source: Agajanian & Associates



From the standpoint of residential development, all of the sites except Sites 5 and 8 are situated close enough to the boundaries of adjacent residential districts to provide adequate residential services. It should be noted that access to residential service facilities from the potential residential sites are along roadways with high truck traffic, railroad crossings, and loading activities. These conditions make pedestrian access to residential service facilities difficult for adults and unsafe for children. Thus, although all but two of the sites are adequately served by residential support facilities, the service facilities are accessible only by roadways heavily used by industrial traffic.

#### **Summary of Housing Opportunities**

To summarize, the Housing Feasibility Analysis found no sites in Vernon suitable for residential development. High land costs, combined with added costs to mitigate negative environmental conditions, render residential development economically infeasible. Vernon's pervasive industrial character provides an undesirable environment for residential development, requiring subsidized housing prices in order to stimulate any potential housing demand. Finally, access to services from potential residential sites are along roadways heavily used by industrial traffic.

Significant future residential development is inappropriate in Vernon. As indicated by the City's RHNA allocation of zero future housing units, opportunities for residential development in Vernon are significantly constrained due to its pervasive industrial character. Nonetheless, additional residential development will not be precluded in Vernon. The Housing Element must be concerned with the maintenance of the units which currently exist in Vernon and the addition of any ancillary units required to support public safety personnel and local industry. Major environmental constraints preclude other types of housing.



### 3.0 GOALS, POLICIES AND PROGRAMS

The major features of the City of Vernon General Plan Update as they relate to housing are to preserve the existing housing stock in the City and to insure that housing in the City is well maintained. The goals and policies of the Housing Element are concerned with emphasizing the need for safe and sound housing in the City. The primary goal of the Housing Element concerns the safety and maintenance of all dwelling units.

The Housing Element also recognizes the occasional need for a plant to have a fulltime caretaker, watchman, or key employee residing on-site. The goals and policies encourage this use as long as the dwellings are necessary to the operation and meet all applicable building and zoning codes.

The Housing Element is concerned about the health and safety of residents living on or adjacent to plant sites. The goals and policies discourage the occupation or construction of dwelling units on industrial sites where activities are involved in operations potentially hazardous to residents. In addition, all units are required to have adequate insulation and air conditioning to reduce potentially adverse air quality and noise related impacts from the adjacent industrial uses.



### 3.1 Goals and Policies

**GOAL 1      MAINTAIN A SUFFICIENT NUMBER OF DWELLING  
UNITS TO ACCOMMODATE PUBLIC SAFETY PERSON-  
NEL AND KEY EMPLOYEES OF INDUSTRY.**

**POLICY 1.1:** Continue to provide housing for persons involved in or concerned with public safety or local industry in the City.

**POLICY 1.2:** Provide for the retention of existing residential units in the City which are economically and physically sound.

**POLICY 1.3:** Continue to permit residential development within the City's industrial and commercial zones provided that existing environmental constraints, e.g., noise, odor, hazardous waste, can be mitigated to an acceptable level.

**GOAL 2      ENSURE THAT ALL HOUSING UNITS ARE MAIN-  
TAINED IN DECENT, SAFE AND SANITARY CONDI-  
TION.**

**POLICY 2.1:** Continue to enforce all relevant building and zoning codes to ensure that all residential units are adequately maintained.

**POLICY 2.2:** Encourage the separation of residential units from industrial operations or storage areas which are potentially hazardous to the health and safety of their occupants.

**POLICY 2.3:** Require all residential units to be equipped with air conditioning and sound insulation in new construction or as part of any remodeling work to protect residents from exposure to adverse environmental conditions.





**POLICY 2.4:** Mitigate any residential displacement impacts occurring as a result of residential demolition through unit replacement or relocation of tenants.

**GOAL 3      PROMOTE THE CONTINUED AVAILABILITY OF A RANGE IN UNIT TYPES AND SIZES AVAILABLE REGARDLESS OF INCOME, RACE OR ETHNIC BACKGROUND.**

**POLICY 3.1:** Prohibit discrimination in the availability of housing, and prosecute anyone found guilty of practicing housing discrimination.



## 3.2 Programs

As discussed in this Element, residential development is unlikely in Vernon due to the City's pervasive industrial character. SCAG has adopted a future housing need of zero in Vernon, recognizing the incompatibility of locating housing in such a heavy industrial environment. As such, programs to increase the City's housing stock are not appropriate. As indicated in the goals and policies, the primary goal of the Housing Element is to ensure the maintenance of the City's existing housing stock. The following two programs will implement this goal.

### **Existing Program - Maintenance of City-Owned Residences**

The City owns 26 of the total 32 housing units in Vernon which are rented to public safety personnel to ensure the availability of safety personnel in case of emergency. The City is responsible for the maintenance and upkeep of these units. As indicated in the housing conditions survey (refer to Section 2.1 of the Housing Element), all of the City-owned units were determined to be in good repair. The City will continue to provide maintenance to these units, thus ensuring upkeep for the majority of Vernon's housing stock.

### **Proposed Program - Code Enforcement**

Of the six non-City owned units located in Vernon, only one was determined by the housing conditions survey to be in need of substantial rehabilitation. Due to the limited number of privately-owned units in the City, a code enforcement program would have limited application. However, it is nonetheless imperative that residential units be adequately maintained, particularly those integrated with industry, to minimize potential environmental hazards. The City will, as required, undertake code enforcement activities on Vernon's few privately-owned units to ensure the health and safety of City residents.



#### 4.0 ADDENDUM: PRESERVATION OF ASSISTED HOUSING

The Vernon Housing Element, adopted in April 1989, is in conformance with the 1989-1994 update cycle for jurisdictions within the SCAG region. The State Department of Housing and Community Development (HCD) reviewed the City's adopted element and has determined the element to be in compliance with State law.

Subsequent to adoption of the Vernon Housing Element, a new requirement was added to State law (Chapter 1451, Statutes of 1989) pertaining to preservation of assisted housing. Specifically, the housing element must now include additional needs analysis and programs to address the potential conversion of all federal, State and locally assisted housing developments eligible to change to non-low-income use during the next ten year period.

Government Code Section 65583(8) defines assisted housing developments as the following: "multi-family rental housing that receives governmental assistance under federal programs listed in subdivision (a) of Section 65863.10, state and local multi-family revenue bond programs, local redevelopment programs, the federal Community Development Block Grant Program, or local in-lieu fees. Assisted housing developments shall also include multi-family rental units that were developed pursuant to a local inclusionary housing program or used to qualify for a density bonus pursuant to Section 65916."

Vernon has no assisted housing in its jurisdiction, as confirmed by discussions with City and State HCD staff, and through review of "Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion" (California Housing Partnership Corporation), and the "Use of Housing Revenue Bond Proceeds - 1990" (California Debt Advisory Commission). As a result, there is no housing at risk of losing



its subsidized status which must be considered in the Housing Element.





# VERNON GENERAL PLAN

City of Vernon



## **SAFETY ELEMENT**

### **1.0 INTRODUCTION**

#### **1.1 State Requirements**

The Safety Element is concerned with identifying both the natural and man-made hazards to public safety affecting the City of Vernon and addressing the City's ability to respond to them. The element discusses those risks specific to Vernon that may result in loss of life, injury and property damage. In addition, the Safety Element is concerned with identifying ways to reduce risks and minimize property damage, injury, and loss of life in the event of a man-made or natural catastrophe.

Prior to amendments in 1984, State law stipulated that every general plan must contain a Safety Element and a Seismic Safety Element or the required components of the two elements configured into an existing element or elements. The State eliminated the requirement for a separate seismic safety element, though the required contents of the element must now be incorporated into the expanded Safety Element.



State law, as amended, requires that every safety element include the following components:

- The identification, mapping and appraisal of seismic hazards which would be of concern, including those areas subject to liquefaction, ground-shaking, surface rupture, or seismic sea waves (Section 65302(g));
- An appraisal of mudslides, landslides, and slope instability which may occur as a result of an earthquake (Section 65302(g));
- The identification of the potential for fires and other natural and man-made disasters and measures designed to reduce the loss of life, injury, and damage to property (Section 65302(g)); and
- The identification of evacuation routes, peakload water supply requirements, and minimum road widths and clearances (Section 65302(g)).

The Safety Element meets the current requirements of State Law as it relates to the safety element. In addition, this element is a combination and update of the Public Safety Element and the Seismic Element adopted in 1975.



## 1.2 Issues and Opportunities

The City of Vernon is fortunate in that it is located on flat land well away from hillside areas subject to landslides or wildfires. The Los Angeles River, which flows through the City, is channelized, thereby greatly reducing danger of flooding. Also, the City is located some distance from dams and reservoirs which might rupture during an earthquake, resulting in inundation of urban areas. Nevertheless, there are a number of natural and man-made hazards which pose some threat to businesses and employees. The major safety hazards facing Vernon are:

- Severe groundshaking from an earthquake could result in destruction of buildings and bridges, ruptured gas and water lines, fires, chemical spills, and downed utility lines. Areas most subject to earthquake damage are shown on Figure 2 in the General Plan Background Report: Safety Element;
- Risk of explosion or leak from the Mobil petroleum storage facility;
- Risk of accidents or chemical spills from the truck traffic and railroads which cross the City;
- Risk of a major fire in the older, more densely developed area of the City where containment would be difficult; and
- Risk of a chemical spill from one of the many industries using or producing hazardous chemicals in their operations.

In order to respond to these emergencies, the City of Vernon maintains its own Police, Fire, and Health and Safety departments. The City's water system is also designed to provide adequate emergency fireflow for heavy industry. In addition, many industries have personnel trained in emergency procedures. Nevertheless, in the event of an earthquake-related





disaster, streets, bridges, railroads and freeways to the City may be disrupted and--if the earthquake occurred during a work day -- a percentage of 40,000 persons employed in the City could be affected and need temporary shelter until they could return home. Since the City lacks private housing and support facilities (food stores, health care, etc.) this would be a significant challenge to City resources.

Vernon is also unique in that its industrial character and central location make it attractive as a potential site for firms processing hazardous waste. The City has the staff to monitor such uses and infrastructure to serve them. Planning for such uses in Vernon must consider appropriate locations for hazardous waste haulers, transfer stations, and reduction activities that will protect and complement other businesses.



## 2.0 PROPOSALS

### 2.1 Environmental Risk

The natural and man-made hazards which may impact the City of Vernon are identified in Table S-1. The table identifies the "level of risk" and the geographic range for selected hazards. Each potential hazard to the public safety and welfare has been assessed according to the following levels of risk:

1. Low Risk - The level of risk below which no specific action is deemed necessary.
2. Medium Risk - The level of risk above which specific action is required to protect life and property.
3. High Risk - Risk levels are significant and occurrence of a particular event is deemed highly probable or inevitable.

The "scope of risk" refers to the geographic area that could be potentially affected with the occurrence of one of the hazards. The scope of risk also includes three levels:

1. Local - The affected geographic area that is directly affected would be localized or site specific;
2. Citywide - The affected area would include a significant portion or all of the City; and
3. Regional - The affected area would include entire City of Vernon and the surrounding region.



Table S-1  
Level/Scope of Risk

HAZARD	LEVEL OF RISK			SCOPE OF RISK		
	Low	Moderate	High	Local	City-wide	Regional
<b>Earthquake</b>						
Surface rupture	■					■
Liquefaction	■					■
Ground-shaking			■		■	■
Slope failure	■			■		
Tsunami	■					
Dam failure	■					■
<b>Landslide</b>	■					■
<b>Flooding</b>						
Local ponding		■		■		
50 year flood	■			■		
100 year flood	■			■		
<b>Fire</b>						
Industrial		■		■		
Chemical			■	■		■
Gas main		■			■	
Subsurface	■			■		
High-rise	■			■		
Wildland	■					■
<b>Chemical Contamination</b>						
Road spill		■		■		
Airborne		■			■	
Subsurface		■		■		
Radiological	■					■
<b>Severe Airborne Pollution Episode</b>	■					■
<b>Major Accident</b>						
Industrial		■		■		■
Major road		■		■		■
Aircraft	■			■		
Railway	■					■
<b>Water Shortage</b>	■				■	



Policies identified in the General Plan identify the appropriate action necessary to protect life and property from those hazards with medium or high levels of potential risk.

The primary objective of the City is to be fully self-sufficient to deal with all events which represent a threat to public safety. The potential hazards, both man-made and natural, which may affect Vernon are discussed in the following paragraphs.

### **Seismic Hazards**

There is a high degree of certainty that an earthquake of significant magnitude will occur and impact the City during the "planning period" of the Vernon General Plan. An earthquake, related to faulting along the San Andreas Fault System, has been assigned a probability of occurring sometime in the next 30 years. This earthquake is expected to have a Richter magnitude in excess of 8.0. According to an analysis conducted by geologists, an earthquake of this magnitude would result in the greatest natural disaster in the history of the United States. Depending on the time of day, the earthquake would cause between 3,000 and 13,000 fatalities in the Southern California region. These are conservative estimates with others ranging between 20,000 and 50,000 fatalities. The implementation of the goals and policies contained in the Vernon General Plan will have no effect on the probability of an occurrence though the adverse effects associated with such an event may be lessened.

The City maintains a Disaster Preparedness Plan. This Plan is reviewed and updated periodically to respond to new information or knowledge gained from quakes in other areas. The Plan divides the City into five sectors and designates a fire captain to be in charge of each sector with primary responsibility for conduct of rescue and public safety operations in that sector. Evacuation centers named include the elementary school, the City's four fire stations and the Civic Center.





The western two-thirds of the City is underlain by the Gaspar Aquifer, a coarse sandy layer susceptible to ground shaking. In addition, there is a potential for liquefaction in the easternmost portion of the City in Planning Area 9. The general location of stress areas and the major fault systems in the region are identified in Figures in the Background Report for the Public Safety Element.

To reduce the level of risk associated with seismic activity, the City enforces building code requirements for seismic construction in new buildings and State law requiring the reinforcement of older buildings.

#### **Fire**

The implementation of the goals and policies of the Vernon General Plan will have a beneficial effect of reducing potential fire hazards in the City. The replacement of older, deteriorating structures, requiring owners to maintain their properties, and incorporating up-to-date fire suppression devices in appropriate structures will reduce the occurrence of structural fires in the City. Peak fireflow requirements of 5,000 gpm will be maintained or the City will act to assure adequate level of fire flow.

#### **Chemical Contamination**

The industrial character of the City, the prevalent use of chemicals by industry, and the increased importance and use of chemicals requires continued efforts and cooperation between the City and industry to see that all chemicals and toxic materials are safely handled. The Fire Department maintains records of the types of hazardous chemicals used or produced by all industries, enabling the department to respond quickly and appropriately to an incident.

The Fire Department has response plans for reaction to any major event occurrence including earthquake. In addition, a Hazardous Materials Emergency Response Unit is currently being equipped and staffed. In the past, the City has relied on the County Hazardous Materials Emergency Response Unit to deal with events in Vernon. However, the City Hazardous



Materials Unit will become fully operative by late-summer 1992.

Hazardous materials are regulated by the City Health Department. Businesses dealing with any significant amount of these materials must prepare and submit to the Department a Risk Management Prevention Plan (RMPP). The purpose of this Plan is to identify materials used and in what location and to assure an adequate and appropriate response in the event of upset.

The City has designated certain routes to be used in the event of an emergency to evacuate workers quickly. Routes are identified in Figure S-1 are established in the City's Disaster Preparedness Plan and evacuation will be directed in accord with that Plan.

### **Hazardous Wastes**

Industries which use hazardous materials in industrial processes may produce hazardous wastes which require specialized methods of handling and treatment. Waste transport routes are designated to minimize the exposure of persons to these materials during the transporting of waste from the business or plant to a collection or reduction center.

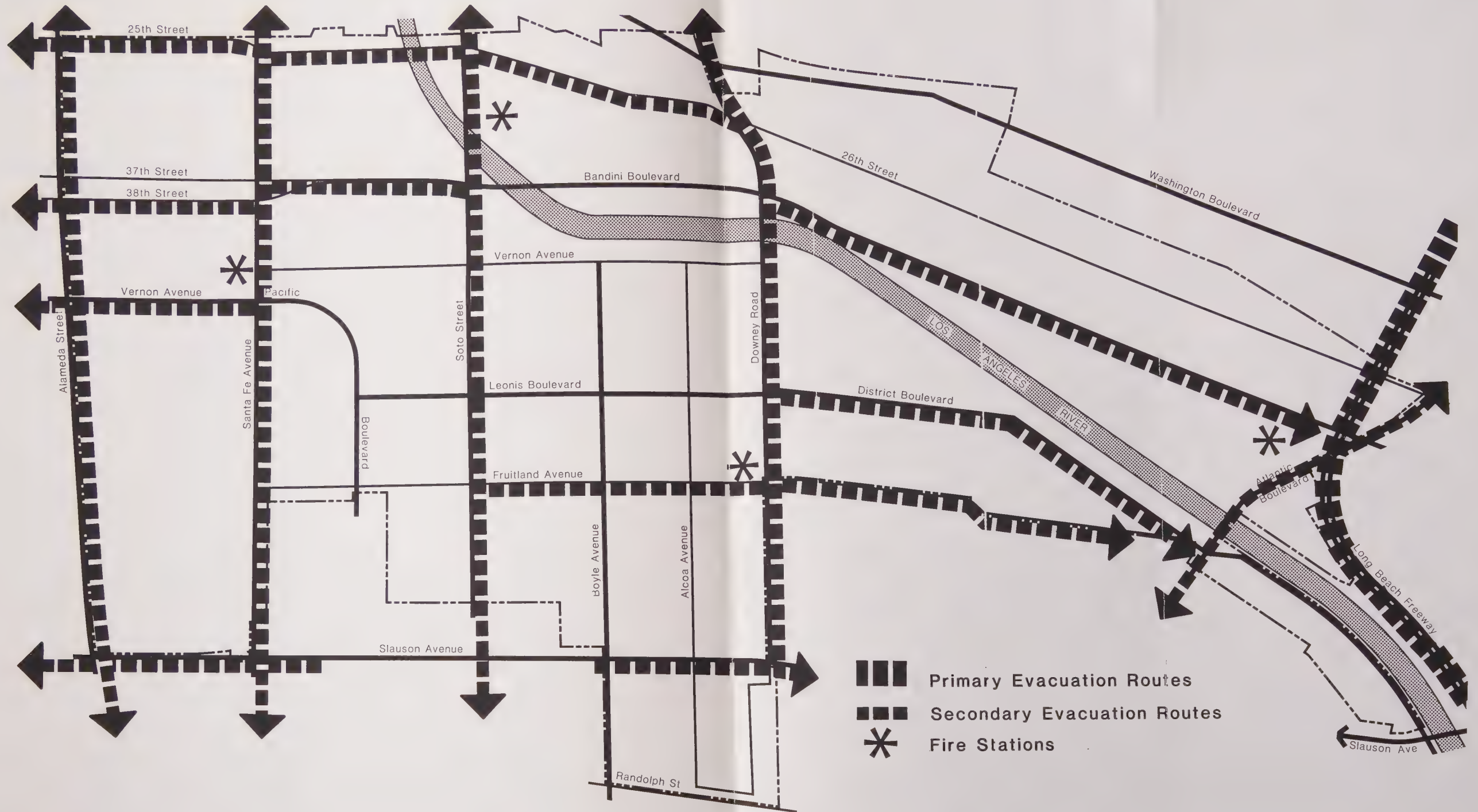
The Los Angeles County Hazardous Waste Management Plan ("Plan") identifies policies and programs for waste management in Los Angeles County. The Plan is hereby adopted by reference as Vernon's Hazardous Waste Management Plan. Vernon uses the facility siting criteria established in the Plan in making land use decisions. All applicable safety measures are considered.



Figure S-1







6/16/92

VERNON  
GENERAL  
PLAN

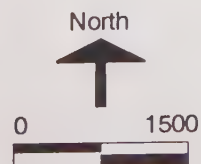


Figure S-1  
Evacuation Routes





**Flooding/  
Inundation**

The City of Vernon does not include any floodplain area as identified by the Federal Emergency Management Agency. The implementation of the policies and goals of this General Plan should not result in any alteration of existing flood control improvements or require any additional improvements to be constructed other than those designed to reduce local flooding.

Inundation studies related to the failure of either Hansen Dam or Sepulveda Dam indicate a potential for flooding within the City. Maximum depth of flooding ranges between one and one-half and two feet over the entire City. The City's Disaster Preparedness Plan establishes procedures to ensure public safety during such an event.



## 2.2 Summary of Goals and Policies

The goals and policies of the Safety Element are designed to reduce the risks of natural and man-made hazards on those persons living and working in the City. The emphasis is on minimizing hazards through education, prevention, preparation, and planning. Some policies can eliminate or significantly reduce certain hazards while others can only reduce the potential for loss of life, injury, and property damage.

Policies specifically designed to promote public awareness of the appropriate responses in emergency situations include preparing and disseminating information to the public about preparation for an emergency. A second policy promotes a program which calls for the City to assist the Los Angeles Unified School District in preparing school children attending the elementary school for an emergency. Finally, a specific policy calls for the City to support existing public education programs on safety.

Policies aimed at accident prevention include those which require the enforcement of existing building and safety codes, monitor businesses which use or store hazardous chemicals, and require new developments to consider features which may improve overall safety associated with the project's operation.

Planning and preparation for an emergency is emphasized in a wide range of policies. The policies include measures which call for the review of existing facilities and equipment to insure that the existing safety needs of the City are adequately met. In addition, the Safety Element calls for cooperation between the City and surrounding jurisdictions in maintaining an up-to-date emergency response system for the region.



### **3.0 GOALS AND POLICIES**

**GOAL 1      MINIMIZE THE HAZARDS TO PUBLIC HEALTH, SAFETY, AND WELFARE RESULTING FROM NATURAL AND MAN-MADE EMERGENCIES.**

**POLICY 1.1:** Continue to encourage and support the enforcement of State and Federal environmental and pollution control laws.

**POLICY 1.2:** Cooperate with other jurisdictions in the south central area to maintain an up-to-date emergency response system for the region.

**POLICY 1.3:** Prepare and disseminate information to residents and businesses on preparing for and responding to a major earthquake.

**POLICY 1.4:** Encourage and assist the school district in teaching children to respond appropriately in an emergency. Such training should be repeated annually.

**POLICY 1.5:** Ensure that public and private water distribution and supply facilities have adequate capacity to supply both everyday and emergency fire-flow needs.

**POLICY 1.6:** Encourage the use of smoke detectors in private homes.

**GOAL 2      PROTECT ALL RESIDENTS AND WORKERS FROM HAZARDOUS MATERIALS AND THE HAZARDS ASSOCIATED WITH TRANSPORT OF SUCH MATERIALS.**

**POLICY 2.1:** Continue to support and encourage State efforts to identify existing or previously existing hazardous



waste generators or disposal sites and monitor disposal of all wastes and contamination of their sites.

**POLICY 2.2:** Promote the routing of vehicles carrying potentially hazardous materials along transportation corridors that reduce public exposure to risk. Cooperate with regional agencies in developing such routing systems.

**POLICY 2.3:** Require all businesses located in the City to file a list of the chemicals which they use with the Fire Department and identify the areas where they are used or stored so that, should an emergency arise, emergency personnel will be able to respond appropriately.

**GOAL 3      MAINTAIN AND ENHANCE CITY EMERGENCY SERVICES.**

**POLICY 3.1:** Support the continued active enforcement of building and fire codes.

**POLICY 3.2:** Require businesses that are handling, transporting, or producing chemicals considered hazardous to prepare contingency plans in the event of an accident involving these chemicals.

**POLICY 3.3:** Support the development and continued updating of public education programs on safety.

**POLICY 3.4:** Inform all residents and businesses of the importance of visible and clearly legible signs and street numbers in shortening the response time of emergency personnel.

**POLICY 3.5:** Periodically review the City's emergency service equipment to ensure that it is adequate to meet the needs of changing land uses and development types.





**POLICY 3.6:** Require that new developments that will require the purchase of special fire-fighting apparatus to underwrite the costs of purchasing that equipment.

**GOAL 4      CONSIDER THE HEALTH AND SAFETY OF RESIDENTS AND EMPLOYEES IN THE CITY IN FUTURE PLANNING.**

**POLICY 4.1:** Require that all new development in the City consider safety in the design of the project.

**POLICY 4.2:** Require that any future private road or street conform to the same standards in terms of design and width as public roadways.

**POLICY 4.3:** Require that all new proposals be reviewed by the Police Department, Fire Department, and Health and Safety Department to insure that the designs consider emergency access, defensible space, and overall worker safety.





City of Vernon



## **NATURAL RESOURCES ELEMENT**

### **1.0 INTRODUCTION**

#### **1.1 State Requirements**

The Natural Resources Element is concerned with the preservation of those natural resources and open space amenities that are important to the health and welfare of persons living and working in Vernon. In a fully developed community such as Vernon, natural resources are limited to such resources as air and water. Open space resources include public parks and private landscaped areas developed by residents or businesses.

The State of California Government Code requires every general plan to have a conservation element (Section 65302(d)) and an open space element (Section 65302(e)) or the incorporation of their components into a single element. These required components include policies and goals which serve to protect and maintain California's natural resources and to prevent their wasteful exploitation and ultimate destruction. In addition, this element must include an inventory of both private and public lands and the goals and policies



designed to manage these open space areas. This Natural Resources Element meets the statutory requirements for both an open space element and a conservation element.





## 1.2 Issues and Opportunities

The City of Vernon was developed early in the century as an industrial city and very little land remains undeveloped and little private land has been set aside for open space or landscaping. Areas which were used for sand and gravel quarries have been filled and developed. No other mineral resources exist in the City. Likewise, the Los Angeles River has been channelized through the area. There are no known rare or endangered plants or animals in the City or neighboring areas.

The almost total lack of pervious area in the City has several aspects:

- The large amount of paved area increases and accelerates runoff in storms;
- Buildings and paved areas absorb and radiate heat in the summer, increasing the ambient temperature; and
- There is a lack of recreational open space for employees to enjoy.

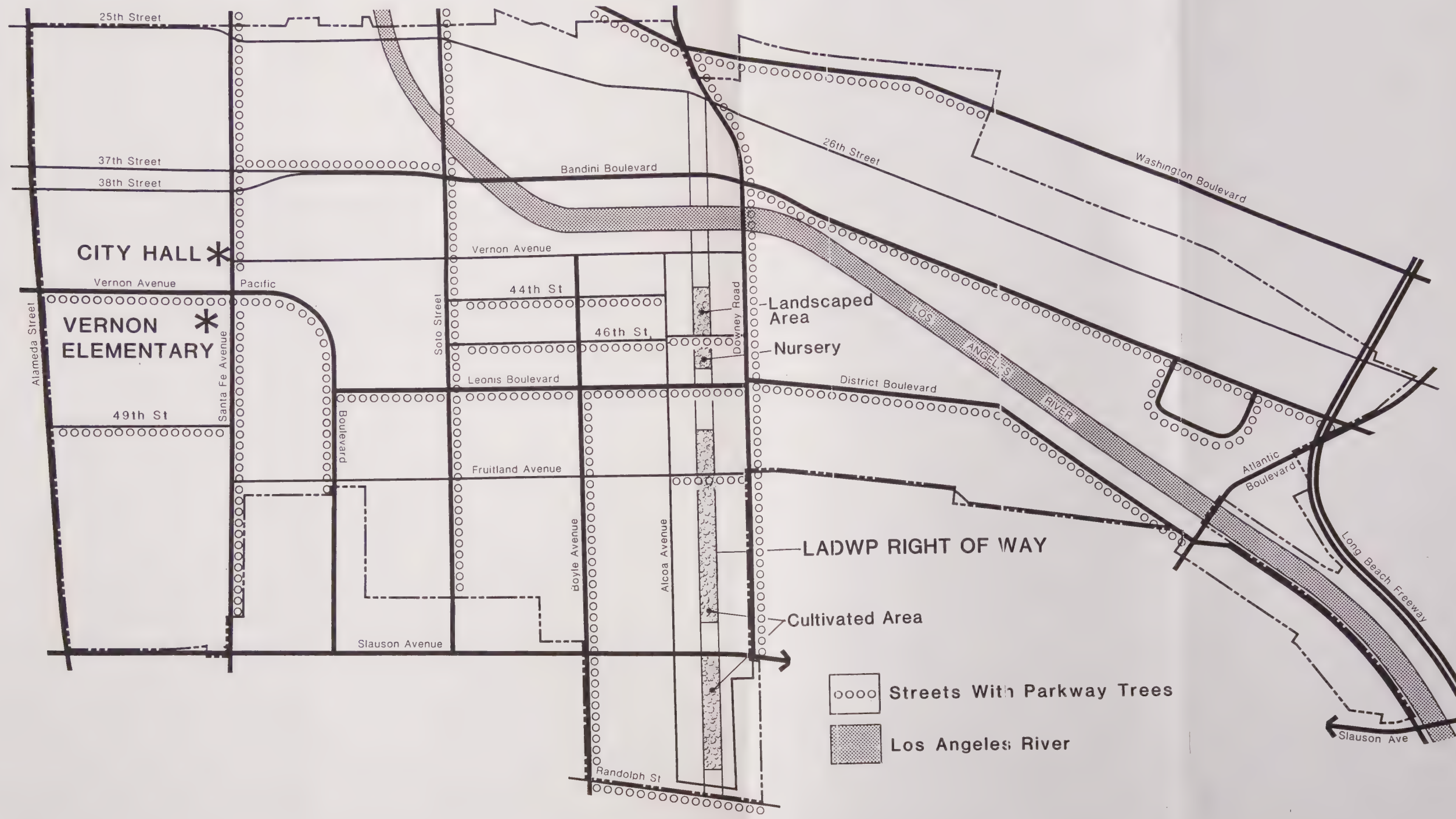
Open space and landscaping can benefit the limited number of City residents as well as the thousands of people who come to Vernon each day to work. Landscaping can serve as an attractive screen for storage areas and motor-freight related industries. Well-maintained landscaped areas are also attractive amenities for many employees and thus for businesses which must compete for their services.

Recognizing these factors, the City has a program of planting street trees and landscaping public areas wherever there is sufficient space. The Civic Center is the largest such area and provides a park-like setting for area residents. Figure NR-1 shows open space and landscaped areas in the City.



Figure NR-1 Open Space Areas





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GENERAL  
PLAN

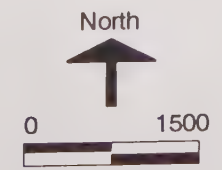


Figure NR-1  
Open Space Areas





## 2.0 PROPOSALS

### 2.1 Summary of Goals and Policies

The emphasis of the goals and policies of the Natural Resources Element is to preserve the existing public open space and to insure that the region's natural resources are protected. Industrial activities such as those located in Vernon have the potential for causing considerable havoc to the natural environment. State and federal regulations now require many of these industries to employ the best available technology (BAT) or best practicable technology (BPT) to mitigate, reduce, or eliminate by-products which may be harmful to the environment.

Environmental impacts from industrial activities may take two focuses: primary impacts or secondary impacts. Primary impacts refer to impacts that are the direct result of the production, storage, etc. of a particular good. Examples of primary impacts might include airborne emissions or effluent discharges into a body of water. Secondary impacts refer to those environmental effects indirectly related to the production of a particular good. Examples might be emissions from employees' vehicles as they commute to work or the impacts associated with obtaining raw materials used in the production process. The goals and policies of the Natural Resource Element are primarily concerned with the reduction of primary impacts on water and air quality.

**Water Resources** Water resources are limited to the groundwater basins that provide a local source of water to the City and the surrounding region.

Local groundwater provides a major portion of the City's water supply. In recent years, groundwater resources in the United States have been contaminated with a variety of pollutants ranging from pesticides to industrial chemicals and





solvents. The emphasis should be placed on insuring that the industrial uses located in Vernon do not contaminate groundwater. Industries will be required to comply with federal and State laws regulating underground tanks, materials containment and other laws designed to protect groundwater quality.

The Natural Resources Element encourages water conservation measures to be considered in any new developments. In addition, a specific policy recognizes the importance of insuring that the water derived from local groundwater basins be safe to drink.

The maintenance of water quality is not the sole responsibility of a single agency or jurisdiction, but the collective responsibility of federal, State, County, and local agencies in addition to the private users. In addition, other policies contained in the General Plan will indirectly implement the goals and policies of maintaining and improving local water quality.

The City of Vernon maintains its own Health and Environmental Control division to protect the health and safety of local workers and residents and the regional environmental resources (the Los Angeles River and Gaspar Aquifer). Staff of this department works closely with County, State, and federal agencies and local industry to define adequate and effective means of protecting and conserving these resources.

## **Air Quality**

The air we breathe is the single most important resource to all life; man and animals can survive for days without food or water but only for a few minutes without air. In the past, little concern was given to the airborne pollutants emitted by the region's industries and by the hundreds of thousands of automobiles traveling the freeways and street systems.

The early 1970's marked the beginning of a new awareness and concern for the environment in general and the air in particular. The harmful effects of airborne pollutants became



generally known with a better understanding of photochemical pollution, the type of air pollution common to Southern California.

The Vernon General Plan supports the efforts of the various governmental agencies and bodies responsible for the attainment and maintenance of clean air. The Plan recognizes the problem is regional in scope, and the attainment of clean air in Southern California is beyond the means of any single city. The Natural Resource Element, along with other elements contained in the General Plan, provides policies which are consistent with programs for air quality improvement contained in the South Coast Air Quality Management District's (SCAQMD) "Air Quality Management Plan."

#### **Open Space Resources**

Few opportunities exist to expand the City's public open space resources, although the goals and policies do call for the City to encourage private development to establish landscaped areas on building sites. This private open space may create a sense of visual space within intensely urbanized areas. The City's efforts to plant and maintain street trees will enhance boulevards, and by maintaining certain landscaped areas, residents will continue to be provided with open space for recreational opportunities.

In addition, use of the electrical utility rights-of-way which traverse the City as nursery and agricultural growing grounds contribute to the visual quality of these open spaces. This activity is expected to expand in the future.



### **3.0 GOALS AND POLICIES**

**GOAL 1      PRESERVE OPEN SPACE LAND AS NECESSARY FOR  
THE HEALTH AND WELFARE OF RESIDENTS AND  
WORKERS IN THE CITY OF VERNON.**

**POLICY 1.1:** Continue to maintain landscaped areas at City facilities as open space/recreational resources.

**POLICY 1.2:** Cooperate with regional efforts to upgrade the appearance and open space value of the Los Angeles River Channel.

**POLICY 1.3:** Encourage private property owners and industries to establish and maintain landscaped areas.

**POLICY 1.4:** Continue and expand the City's street tree planting and maintenance programs.

**GOAL 2      CONSERVE AND PROTECT THE REGION'S NATURAL-  
RESOURCES**

**POLICY 2.1:** Encourage water conservation in all development and by all industries.

**POLICY 2.2:** Encourage the use of energy-saving designs and equipment in all new development and rehabilitation.

**POLICY 2.3:** Continue to enforce all federal and state environmental protection laws and regulations.





City of Vernon





## **NOISE ELEMENT**

### **1.0 INTRODUCTION**

#### **1.1 State Requirements**

The Noise Element of a General Plan is a comprehensive program for including noise control in the planning process. It is a tool for local planners to use in achieving and maintaining compatible land use with environmental noise levels. The Noise Element identifies noise sensitive land uses and noise sources and defines areas of noise impact for the purpose of developing programs to ensure that Vernon residents will be protected from excessive noise intrusion.

The Vernon Noise Element follows the recently revised State guidelines in the State Government Code Section 653021(g) and Section 46050.1 of the Health and Safety Code. The element quantifies the community noise environment in terms of noise exposure contours for both near and long-term levels of growth and traffic activity. The information will



become a guideline for the development of land use policies to achieve compatible land use and provide baseline levels and noise source identification for local noise control enforcement.



## 1.2 Issues and Opportunities

The City of Vernon is an industrial city that has very little residential or other noise sensitive land use. The predominate noise sources including motor vehicles and railroad operations. The arterial roadways in Vernon have a very high percentage of truck traffic. Additionally, four main railroad lines and a number of switching operations pass through the City. There are no airports located within Vernon that significantly contribute to the noise environment. The City is also exposed to noise emanating from industrial activities. The noise environment in Vernon is typical of what would be expected of an industrial/commercial area.

Noise affects all types of land uses and activities, although some are more sensitive to high noise levels than others. Land uses identified as noise sensitive include residences of all types, hospitals, rest homes, convalescent hospitals, places of worship and schools. Sensitive land uses in the City of Vernon include both single-family and multiple-family residences and an elementary school.

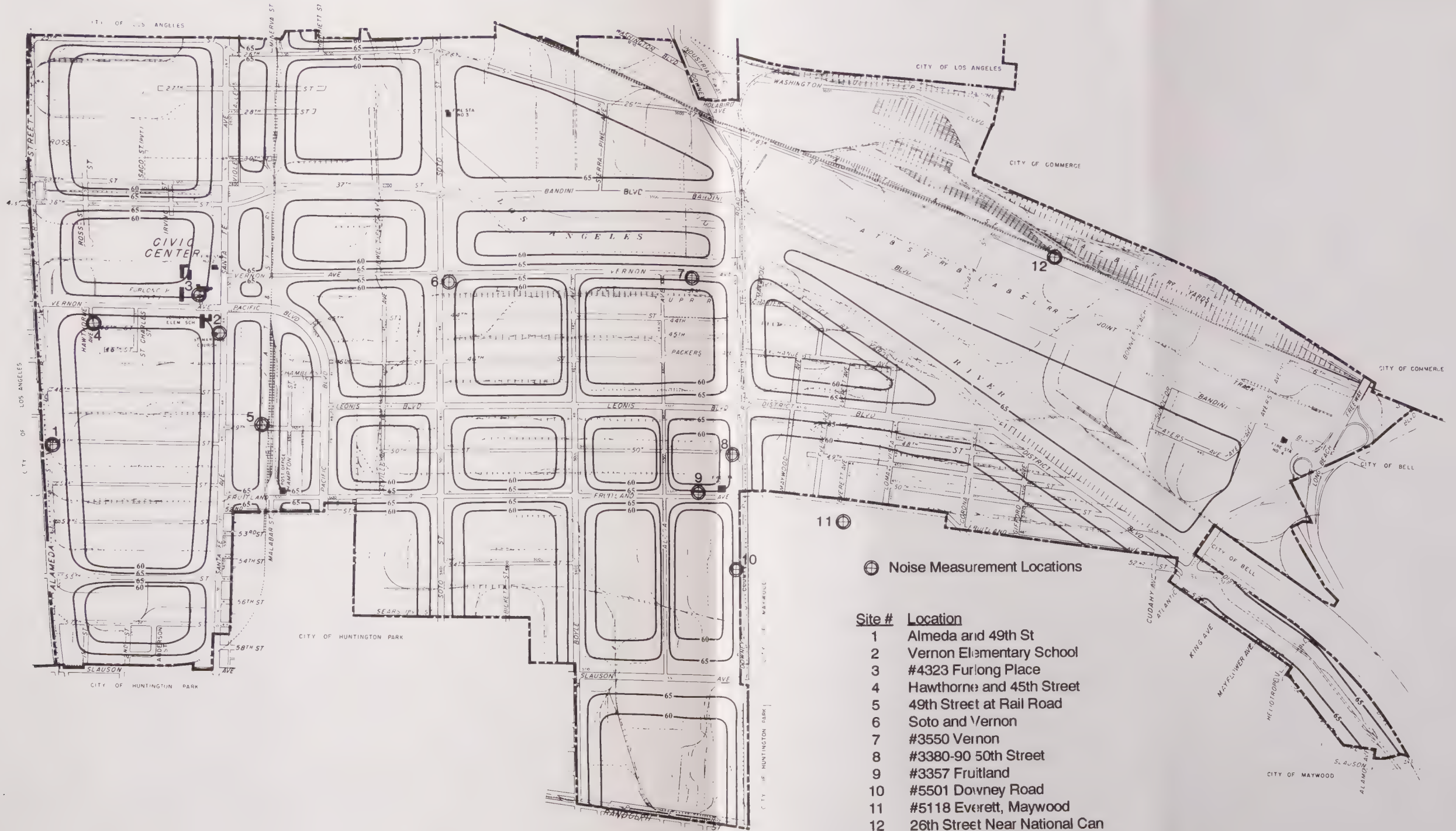
The noise environment for Vernon can be described using noise contours developed for the major noise sources within the City. The contours are developed for existing 1986 conditions (future conditions are expected to remain essentially the same) and are presented in Figure N-1. The 60 dB CNEL contour represents the Noise Referral Zone. Any proposed noise sensitive land use within this zone should be evaluated on a project specific basis, and the project may require mitigation to meet City or State (Title 24) standards. Details of the community noise survey are contained in Section V of the Background Report.



Figure N-1







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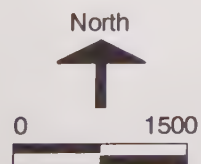


Figure N-1  
CNEL Noise Contours  
and Measurement Locations



The sources of noise in Vernon can be divided into two basic categories--transportation sources and non-transportation sources. A local government has little direct control of transportation noise at the source. State and federal agencies have the responsibility to control the noise from the source, such as vehicle noise emission levels. The most effective method the City has to mitigate transportation noise is through reducing the impact of the noise on the community (i.e. noise barriers and site design review).

Mitigation through the design and construction of a noise barrier (wall, berm, or combination wall/berm) is the most common way of alleviating traffic noise impacts. The effect of a noise barrier is critically dependent on the geometry between the noise source and the receiver. A noise barrier effect occurs when the "line of sight" between the source and receiver is penetrated by the barrier. The greater the penetration, the greater the noise reduction. In effect, a noise barrier must be taller in order to reduce the impact of truck noise than is necessary for the same level of noise reduction when the source is automobiles.

Noise concerns should be incorporated into land use planning to reduce future noise and land use incompatibilities. This is achieved by establishing standards and criteria that specify acceptable limits of noise for various land uses throughout the City. These criteria are designed to integrate noise considerations into land use planning to prevent noise/land use conflicts. Table N-1 presents criteria used to assess the compatibility of proposed land uses with the noise environment. These standards are the primary tool which allows the City to ensure integrated planning for compatibility between land uses and outdoor noise.





Table N-1  
Land Use Noise Compatibility Matrix

LAND USE CATEGORIES		COMMUNITY NOISE EQUIVALENT LEVEL CNEL						
CATEGORIES	USES	≤55	60	65	70	75	80	≥85
RESIDENTIAL	Single Family, Duplex, Multiple Family	A	A	B	B	C	D	D
RESIDENTIAL	Mobile Home	A	A	B	C	C	D	D
COMMERCIAL Regional, District	Hotel, Motel, Transient Lodging	A	A	B	B	C	C	D
COMMERCIAL Regional, Village District, Special	Commercial Retail, Bank Restaurant, Movie Theatre	A	A	A	A	B	B	C
COMMERCIAL INDUSTRIAL INSTITUTIONAL	Office Building, Research and Development, Professional Offices, City Office Building	A	A	A	B	B	C	D
COMMERCIAL Recreation INSTITUTIONAL Civic Center	Amphitheatre, Concert Hall Auditorium, Meeting Hall	B	B	C	C	D	D	D
COMMERCIAL Recreation	Childrens Amusement Park, Miniature Golf Course, Go-cart Track, Equestrian Center, Sports Club	A	A	A	B	B	D	D
COMMERCIAL General, Special INDUSTRIAL, INSTITUTIONAL	Automobile Service Station, Auto Dealership, Manufacturing, Warehousing, Wholesale, Utilities	A	A	A	A	B	B	B
INSTITUTIONAL General	Hospital, Church, Library Schools' Classroom	A	A	B	C	C	D	D
OPEN SPACE	Parks	A	A	A	B	C	D	D
OPEN SPACE	Golf Course, Cemeteries, Nature Centers Wildlife Reserves, Wildlife Habitat	A	A	A	A	B	C	C
AGRICULTURE	Agriculture	A	A	A	A	A	A	A

#### INTERPRETATION

##### ZONE A CLEARLY COMPATIBLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction without any special noise insulation requirements.

##### ZONE B NORMALLY COMPATIBLE

New construction or development should be undertaken only after detailed analysis of the noise reduction requirements are made and needed noise insulation features in the design are determined. Conventional construction, with closed windows and fresh air supply systems or air conditioning, will normally suffice.

##### ZONE C NORMALLY INCOMPATIBLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of noise reduction requirements must be made and needed noise insulation features included in the design.

##### ZONE D CLEARLY INCOMPATIBLE

New construction or development should generally not be undertaken.



The most effective method to control community noise impacts from non-transportation noise sources is through addition of these standards to the zoning ordinance. The Land Use Element contains noise and vibration standards which can be incorporated into the zoning regulations.





## 2.0 PROPOSALS

In order to achieve the goals and objectives of the Noise Element, an effective implementation program developed within the constraints of the City's financial and staffing capabilities is necessary. The underlying purpose is to reduce the number of people exposed to excessive noise and to minimize the future effect of noise in the City. The following are the policies that the City will consider implementing to control the impacts of noise in Vernon.

### **Issue 1 Transportation Noise Control**

The most efficient and effective means of controlling noise from transportation systems is reducing noise at the source. However, since the City has little direct control over source noise levels because of State and federal preemption (i.e. State Motor Vehicle Noise Standards and Federal Air Regulations), policies should be focused on reducing the impact of the noise on the community. Cooperative efforts with State and federal offices are essential.

#### **Action 1**

Provide for continued evaluation of truck movements and routes in the City to provide effective separation from residential or other noise sensitive land uses.

#### **Action 2**

Encourage the enforcement of State motor vehicle noise standards for cars, trucks, and motorcycles through coordination with the California Highway Patrol and Vernon Police Department.

### **Issue 2 Noise and Land Use Planning Integration**

Community noise considerations are to be incorporated into land use planning. These measures are intended to prevent future noise and land use incompatibilities.



### **Action 3**

Establish guidelines that specify acceptable limits of noise for various land uses throughout the City. These guidelines are designed to fully integrate noise considerations into land use planning to prevent new noise/land use conflicts. Table N-1 shows criteria used to assess the compatibility of proposed land uses with the noise environment. This table is the primary tool which allows the City to ensure noise integrated planning for compatibility between land uses and outdoor noise.

### **Action 4**

Enforce the State of California Uniform Building Code that specifies that the indoor noise levels for residential living spaces not exceed 45 dB LDN/CNEL. The Noise Referral Zones (60 dB CNEL) can be used to determine when this standard needs to be addressed. The Uniform Building Code (specifically, the California Administrative Code, Title 24, Part 6, Division T25, Chapter 1, Subchapter 1, Article 4, Sections T25-28) requires that "interior community noise levels (CNEL/LDN) with windows closed, attributable to exterior sources shall not exceed an annual CNEL or LDN of 45 dB in any habitable room." The code requires that this standard be applied to all new hotels, motels, apartment houses and dwellings other than detached single-family dwellings.

### **Issue 3 Community Noise Control for Non-Transportation Noise Sources.**

The focus of control of noise from non-transportation sources is the Land Use Noise Compatibility Matrix in Table N-1. The matrix can be used to protect people from noise generated on adjacent properties.

### **Action 5**

Amend the zoning ordinance to ensure that City residents and employees are not exposed to excessive noise levels from stationary noise sources. The purpose of the amendment



would be to protect people from non-transportation related noise sources such as machinery and pumps, air conditioners and truck traffic on private property. The noise levels encouraged by the ordinance should be those typical of these areas.

**Action 6**

Enforce the new noise provisions of the Zoning Ordinance. The most effective method to control community noise impacts from non-transportation noise sources is through application of the ordinance.

**Action 7**

Designate one department in the City to act as the noise control coordinator. This will ensure the continued operation of noise enforcement efforts of the City.



### **3.0 GOALS AND POLICIES**

**GOAL 1      REDUCE IMPACTS FROM TRANSPORTATION NOISE  
SOURCES WHEREVER FEASIBLE**

**POLICY 1.1:** Reduce transportation noise through proper design of streets and roads and coordination of routing of different types of vehicles.

**POLICY 1.2:** Ensure the effective enforcement of City, State, and federal noise levels by all appropriate divisions.

**POLICY 1.3:** Support the consolidation of rail lines through the City.

**GOAL 2      INCORPORATE NOISE AND VIBRATION CONSIDERA-  
TIONS INTO LAND USE PLANNING DECISIONS**

**POLICY 2.1:** Consider the noise levels likely to be produced by any new or substantially expanded firm locating near noise-sensitive uses such as schools, meeting halls, and residences.

**POLICY 2.2:** Encourage accoustical design in all new construction.

**GOAL 3      DEVELOP MEASURES TO CONTROL NON-TRANS-  
PORTATION NOISE IMPACTS**

**POLICY 3.1:** Establish noise and vibration performance standards in the City Ordinance Code to mitigate conflicts among neighboring uses.

**POLICY 3.2:** Establish and maintain coordination among City agencies involved in noise abatement.





U.C. BERKELEY LIBRARIES



C124910902

